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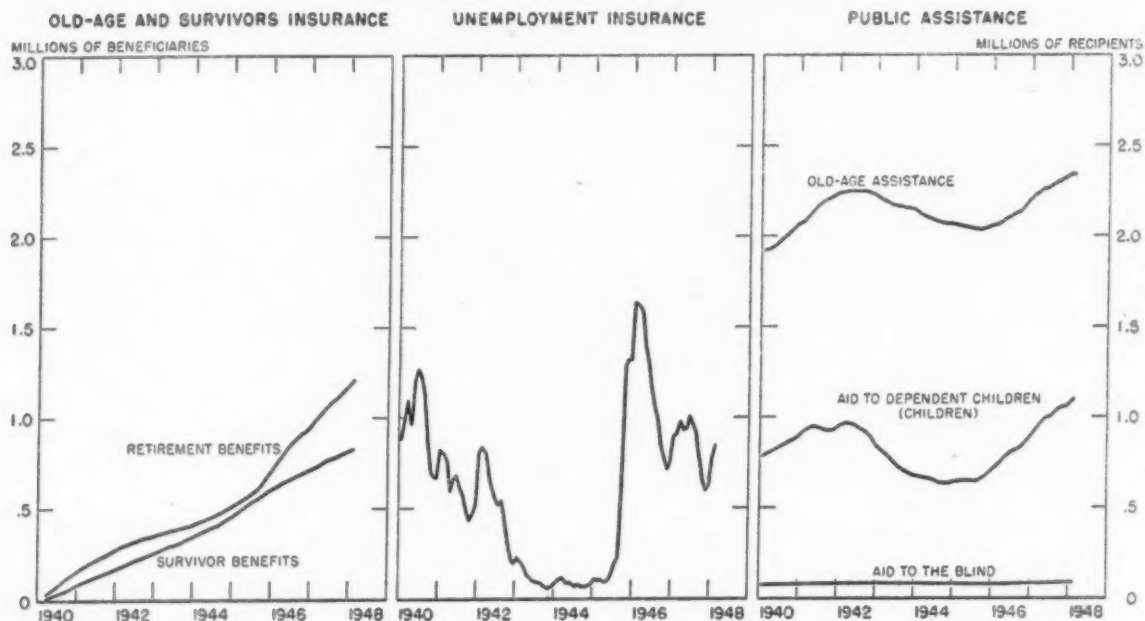
*Unemployment Benefits, Wages, and
Living Costs*

*Recent Amendments to the
Civil Service Retirement Act*

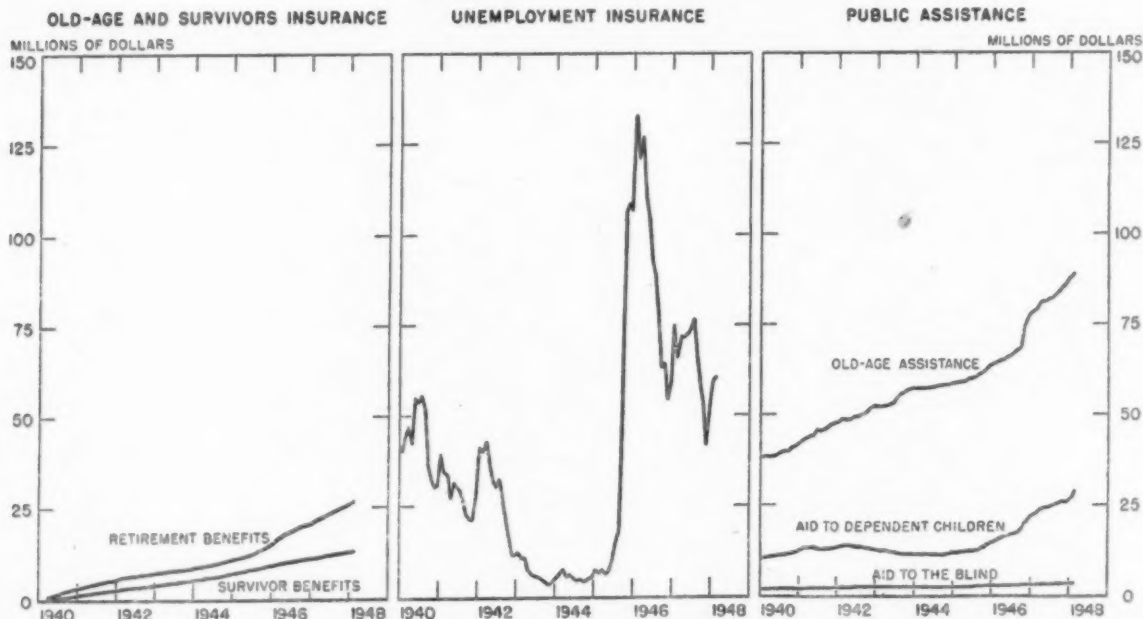
FEDERAL SECURITY AGENCY
SOCIAL SECURITY ADMINISTRATION
WASHINGTON, D. C.

Social Security Operations*

INDIVIDUALS RECEIVING PAYMENTS



SOCIAL SECURITY PAYMENTS



*Old-age and survivors insurance, beneficiaries actually receiving monthly benefits (current-payment status) and amount of their benefits during month; unemployment insurance, average weekly number of beneficiaries for the month and gross benefits paid during the month under all State laws; public assistance, recipients and payments under all State programs.

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Social Security Bulletin

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Social Security in Review

February in Review

Employment conditions in February, as reflected in claims filed for unemployment insurance, were about the same as in January. A rise in continued claims—the second January–February increase since the program was in full operation—indicated that many of the workers who became unemployed in December and early January were still without jobs in February. The volume of initial claims also indicated a substantial amount of new unemployment though fewer claims of this type were filed than in the preceding month. Total disbursements increased slightly, from \$59.2 million in January to \$60.7 million in February. That amount went to a weekly average of 849,100 beneficiaries, as against 776,700 in January. The rise in disbursements was the third successive increase since expenditures reached their postwar low of \$41.7 million last November.

OLD-AGE AND SURVIVORS insurance benefits were being paid at the end of February to more than 2 million beneficiaries at a monthly rate of \$39.7 million. Of these 2 million, 1.2 million were retired workers and their wives and dependent children, whose payments aggregated \$26.7 million. A year earlier, \$21.3 million of the \$32.5 million expended went to 983,000 retired workers and their dependents and \$11.2 million was paid in survivor benefits to almost 726,000 persons.

CASE LOADS for each of the public assistance programs were slightly higher than in January. A relatively greater monthly increase occurred in total expenditures for assistance, chiefly because of notable rises in average payments of old-age assistance and aid

to dependent children in Missouri and of aid to dependent children in Oklahoma and North Dakota. The increases in Missouri and Oklahoma illustrate the extent to which the frequently precarious security of recipients fluctuates with the adequacy of funds for assistance. Missouri not

only restored for February the previous general reduction of one-tenth in payments of old-age assistance and of one-third in payments of aid to dependent children but, in addition, made retroactive payments to compensate for the cuts made in payments in the 3 preceding months. The average payment of old-age assistance in the State was nearly \$13 higher than in January; the average amount of aid to dependent children per family was

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nearly \$61 higher. In Oklahoma, in November 1947, the percentage of total requirements that could be met by aid to dependent children and any other means available to families was reduced to 40. Because the reduction in the rolls was larger than the State agency anticipated, in February the percentage was raised to 60. The resulting increase in the average payment was nearly \$8 per family. A slightly larger increase per family occurred in North Dakota, where food allowances were raised in aid to dependent children, as they had been in old-age assistance in January.

The unusually large decrease in payments of old-age assistance in Colorado represented the reverse of the situation in Missouri and Oklahoma. Because Colorado law provides that any funds earmarked for payments of old-age assistance and remaining at the end of the year be given to the recipients, maximums were raised so that higher payments could be made in December 1947 and January 1948.

A reduction of about 10 percent in recipients of old-age assistance in Maine represented removal from the rolls of recipients whose children were considered able to support them or those for whom the statements regarding ability of relatives to support were not furnished as the amended law required.

Exclusion of News Vendors Voted Over President's Veto

A bill to exclude certain vendors of newspapers and magazines from coverage under the Social Security Act became law on April 20, when the Senate voted 77 to 7 to override the President's veto of the bill (H. R. 5052) on April 5. The House had overridden the veto 307 to 28 on April 14. The new legislation (Public, No. 492) is identical with H. R. 3997, which the President vetoed on August 6, 1947 (see the September 1947 *BULLETIN*, p. 15).

In his second veto the President had pointed out that the legislation had "far greater significance than appears on the surface. It proposes to remove the protection of the social security law from persons now entitled to its benefits. Thus, it raises the fundamental question of whether or not we shall maintain the integrity of our social security system."

The bill, the President continued, would make it possible for employers who wish to evade social security taxes to do so by establishing "artificial legal arrangements governing their relationships with their employees. It was this sort of manipulation which the Supreme Court effectively outlawed in June of 1947 when the Court unanimously declared that employment relationships under the social

security laws should be determined in the light of realities rather than on the basis of technical legal forms. I cannot believe that this sound principle . . . should be disregarded, as it would be by the present bill."

The Nation's security and welfare, Mr. Truman concluded, demand an expansion of the social security program to cover the groups now excluded. "Any step in the opposite direction can only serve to undermine the program and destroy the confidence of our people in the permanence of its protection against the hazards of old age, premature death, and unemployment."

Bureau of Employment Security Not Transferred to Department of Labor

The transfer of the Bureau of Employment Security and the U. S. Employment Service to the Department of Labor, as proposed in the President's Reorganization Plan No. 1 of 1948 (see the February issue, p. 3), was rejected by adverse vote of the House on February 25 and of the Senate on March 16.

The U. S. Employment Service, now in the Department of Labor by temporary transfer, will therefore, under the terms of the First War Powers Act, return to the Federal Security Agency within 6 months after the official end of the war.

Unemployment Benefits, Wages, and Living Costs

By Joseph Schachter*

ONE FEATURE of the State unemployment insurance laws in this country about which there has been very little disagreement is the principle of relating weekly benefits to past wages. While it has generally been agreed that benefits should be related in some way to previous weekly earnings, few attempts have been made to develop criteria for determining the proportion of wage loss to be compensated. Perhaps the clearest approach is the following statement in the Calhoun report:¹

"The proportion of wage loss to be compensated is, to a considerable degree, a matter of public policy. If the system is to be effective, however, the proportion should certainly not be so small as to require any substantial proportion of beneficiaries to resort to relief while in benefit status, or unduly to depress living standards. On the other hand, the proportion should not be so large as to make benefit status more attractive than work."

The original State laws generally set the weekly benefit, within a stated minimum and maximum, at 50 percent of full-time weekly wages. Later, when reports from employers on hours and wage rates of claimants were discarded in favor of quarterly reports of total earnings, most States adopted 1/26 of highest quarterly earnings as an approximation of 50 percent of the full-time wage. This fraction of high-quarter wages has been increased in many States. In some the increase was no doubt based on a realization that for many claimants some higher fraction than 1/26 was necessary if the weekly benefit was to approximate 50 percent of full-time wages. In other States the increases were designed to raise the proportion to more than 50 percent.

The proportion of wage loss com-

pensated, however, is not uniform for all beneficiaries. Workers who receive the maximum weekly benefit are compensated for a smaller proportion of wage loss than other claimants. This maximum limitation presumably is based on two major assumptions: that higher-paid workers generally do not need as high a proportion of past wages to maintain themselves and their families; and that higher-paid workers, in the absence of a maximum, would draw an undue proportion of unemployment insurance funds.

On these grounds, perhaps the usual maximum of \$15 in the original laws was defensible. In 1938 it represented almost 60 percent of the average weekly wage of employed covered workers, and for the great majority of claimants it did not appear to restrict unduly the proportion of wage loss compensated. Since 1938, however, weekly earnings have risen more or less steadily, and most States have found it necessary to adjust the maximum weekly benefit to some extent. Failure to do so would have violated the principle of relating benefits to past wages, for it would have produced a substantially uniform weekly payment and would have required undue reductions in the living standards of many claimants.

Sharp increases in living costs have intensified the problem. When the

prices workers pay for basic necessities are rising markedly, a benefit pegged to past wages decreases in adequacy, particularly for the worker with dependents. Since the end of the war the average weekly benefit paid under unemployment insurance has decreased, while the cost of living and weekly earnings have risen. From \$18.81 in July-September 1945, the average payment for a week of total unemployment dropped to \$18.22 in February 1948, while the consumers' price index rose 30 percent (table 1). Although the maximum weekly benefit has been raised in many States, wages have increased to an even greater extent and consequently the ratio of average weekly benefits to average weekly wages has declined. In July-September 1947 this ratio was only 35 percent, compared with 43 percent in July-September 1945. These changes are discussed in greater detail below.

Earnings in Covered Employment

Earnings in covered employment have increased sharply since the beginning of the program. Even before the United States entered the war, average weekly wages in covered employment rose from \$26.15 in 1939 to \$30.23 in 1941 (table 2). After Pearl Harbor, as the workweek lengthened, wage rates increased, and workers shifted to higher-paying jobs, the rate of increase was accelerated. In 1942, average weekly earnings jumped to \$35.90—an increase of 19 percent over the preceding year's average—and in

Table 1.—Average weekly wage in covered employment, average weekly payment for total unemployment, and consumers' price index at the end of the war, 1 year later, 2 years later, and in February 1948

Item	July-September 1945	July-September 1946		July-September 1947		February 1948	
		Amount	Percentage change from July-September 1945	Amount	Percentage change from July-September 1945	Amount	Percentage change from July-September 1945
Average weekly wage in covered employment.....	\$43.94	\$46.21	+5.2	\$50.51	+15.0	(¹)	-----
Average weekly payment for total unemployment.....	\$18.81	\$18.31	-2.7	\$17.72	-5.8	\$18.22	-3.1
Consumers' price index ²	129.2	143.7	+11.2	160.8	+24.5	167.5	+29.6

¹ Preliminary estimate.

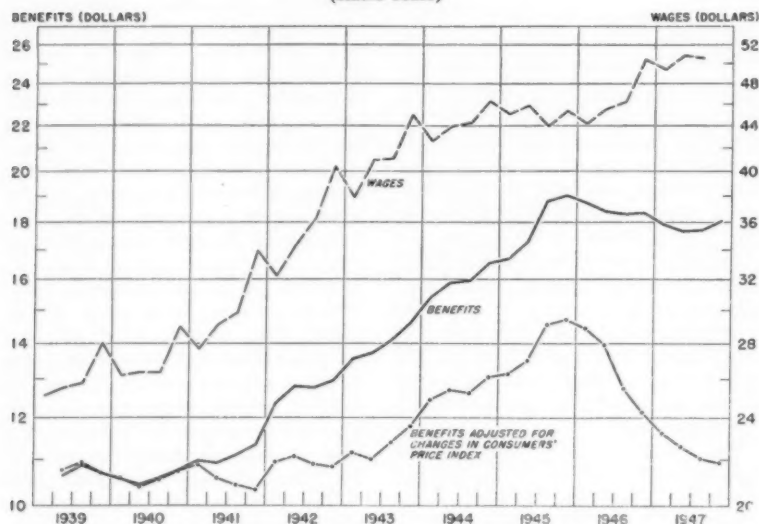
² Data not available.

³ Data from Bureau of Labor Statistics.

*Bureau of Employment Security, Program Division.

¹ *Issues in Social Security*, a report to the House Committee on Ways and Means by the Committee's Social Security Technical Staff (79th Cong., 1st sess.), 1946, p. 388.

Chart 1.—Average weekly wages in covered employment and average weekly benefits, 1939-47
(Ratio scale)



1943 they rose another 15 percent, to \$41.25. While the adoption of the Federal wage stabilization program slowed down the sharp upward movement, it failed to halt it, and average weekly earnings in covered employment increased to \$44.28 in 1944, \$45.11 in 1945, and \$46.69 in 1946 (chart 1). Average weekly earnings were 15 percent higher in July-September 1947 than in the same quarter of 1945.

Prices

The index of consumers' prices, prepared by the Bureau of Labor Statistics, shows that prices did not fluctuate much during the first 3 years of benefit payments under the program. Since 1940, however, the change in prices has been particularly marked. From a base of 100.0 for the period 1935-39, the price index rose rapidly to 123.6 in 1943 under the pressure of the sharply increased demand for civilian goods in a wartime economy. Then, as price controls were extended and gained in effectiveness, the index of prices began to level off, increasing only to 128.4 in 1945. The removal of price control in 1946 from all major items except rent, however, was followed by another sharp increase in prices. From 130.2 in March of 1946 the index of consumers' prices soared

to 167.5 in February 1948—an increase of 29 percent in 23 months.

When his normal income is lacking, the unemployed worker generally confines his purchases to little more than the essentials—food, rent, and utilities. Because of the sharp rise in food prices, however, the combined cost of these expenditures has risen even

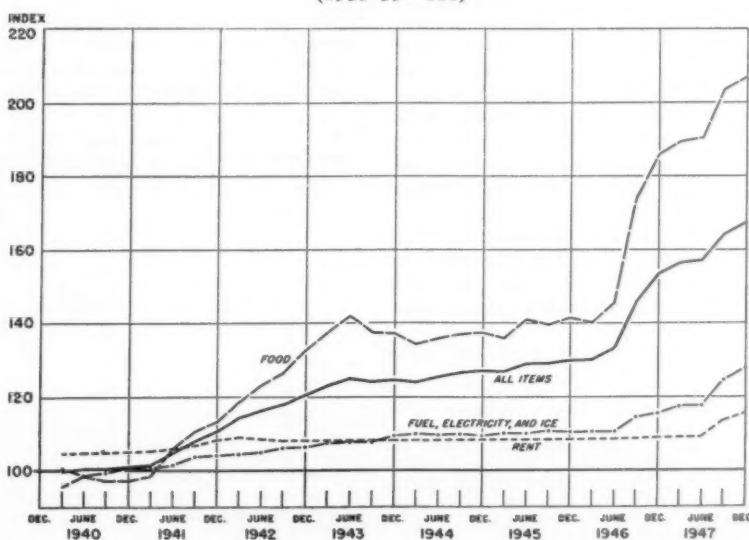
more than the index for all consumer items. From 95.6 in March 1940, the consumers' price index for food rose to 113.1 in December 1941 and 143.0 in May 1943. Food prices remained at this level until March 1946, when controls began to be eliminated; thereafter they climbed so rapidly that they raised the index to 204.7 by February 1948.

Because rent controls are still in force to a large extent, rents have remained fairly stable during the reconversion. In recent months, however, they have begun to advance. The consumers' price index for rent increased only from 104.5 in March 1940 to 109.0 in March 1947, but by February 1948 it had advanced to 116.0. The price of fuel, electricity, and ice has also moved upward more rapidly since the end of the war. In February 1948 the index for these items was 30 percent higher than in 1935-39 and 17 percent higher than in August 1945.

Benefits

During the war years and for several months thereafter the average weekly benefit amount increased; from \$10.75 in the last quarter of 1940 it rose to a peak of \$19.02 in the fourth quarter of 1945 (table 2). This upward trend is attributable to several factors, including changes in the

Chart 2.—Index of consumers' prices, March 1940-December 1947
(1935-39=100)



weekly benefit provisions of State laws. Most of these statutory changes raised the maximum weekly benefit amount, thus permitting the sharp increase in wages to be reflected to some extent in higher weekly benefits to the unemployed. During the first few months after the end of hostilities, moreover, the composition of the beneficiary group underwent a marked transformation—from a relatively small group of seasonal workers and those temporarily laid off because of shortages of parts and scarcity of materials, to a group made up largely of former war workers who had high earnings in their base period.

After the initial readjustment of the labor force, the industrial and occupational composition of the unemployed group began to assume the characteristics associated with normal labor turn-over, with proportionately more lower-paid workers among the beneficiary group. As a result, in 1946 the average weekly benefit began to decline gradually, and by the fourth quarter of 1947 weekly payments under unemployment insurance averaged \$18.05—5 percent less than at the end of 1945.

The magnitude of the changes in the maximum weekly benefit amount since 1937 is shown in table 3. In States with a maximum of \$15, employed covered workers as a proportion of all workers in 1946 decreased from 95 percent in 1937 to less than 2 percent in 1948. While no State law in 1937 provided a maximum weekly benefit of as much as \$20, 39 States, with 87 percent of the covered workers, now provide a weekly benefit of \$20 or more. Only 12 States, however, with 37 percent of the covered workers, have a maximum of \$25 or more, and three of them pay that amount only to workers with dependents.

Amount in Relation to Weekly Wages

The ratio of average weekly benefits to average weekly wages of all workers has always fluctuated considerably. At no time has it exceeded 43 percent (table 2), despite the fact that a wage-loss ratio of about 50 percent is generally considered desirable under unemployment insurance. From 40 percent in the second quarter

of 1939, the ratio declined to a low of 32 percent in the fourth quarter of 1942; thereafter, it rose irregularly to a peak of 43 percent in July-September 1945. Since the end of the war the ratio has declined steadily, and by the third quarter of 1947 it had dropped to 35 percent. There are, of course, differences between the wages of all workers and those of the beneficiary group, but it is probable that the trends move in the same general direction.

In most States the proportion of wage loss replaced by unemployment

insurance is now relatively small. In April-June 1947, for example, the ratio of average weekly benefits to average weekly wages in covered employment was less than 30 percent in eight States and was 30.0-34.9 percent in 25 States (table 4). Only in Utah was the ratio as high as 50 percent. In April-June 1940, by comparison, only one State had a ratio of less than 30 percent, and seven States had ratios of 30.0-34.9 percent. In two States, Idaho and Wyoming, the ratios of average weekly benefits to average weekly wages were 51 and 57 percent.

Table 2.—Average weekly payment for total unemployment, average weekly wage in covered employment, and consumers' price index, by year and quarter, 1939-47

Date	Average weekly payment, total unemployment	Consumers' price index ¹ (1935-39=100)	Average weekly payment adjusted for change in consumers' prices	Average weekly wage	Ratio (percent) of average weekly payment to average weekly wage
1939	\$10.66	99.4	\$10.72	\$26.15	40.8
January-March	99.4	99.4	25.11	40.2	
April-June	10.63	98.8	10.76	25.56	40.2
July-September	10.87	99.4	10.94	25.79	42.1
October-December	10.69	100.0	10.69	28.02	38.2
1940	10.56	100.2	10.54	27.02	39.1
January-March	10.56	99.8	10.58	26.19	40.3
April-June	10.43	100.5	10.38	26.37	39.6
July-September	10.58	100.4	10.54	26.36	40.1
October-December	10.75	100.3	10.72	29.00	37.1
1941	11.06	105.2	10.51	30.23	36.6
January-March	10.97	100.9	10.87	27.68	39.6
April-June	10.91	103.2	10.57	29.09	37.5
July-September	11.11	106.5	10.43	29.86	37.2
October-December	11.35	110.0	10.32	33.94	33.4
1942	12.66	116.5	10.87	35.90	35.3
January-March	12.37	113.1	10.94	32.20	38.4
April-June	12.81	115.8	11.06	34.34	37.3
July-September	12.79	117.4	10.89	36.27	35.3
October-December	12.96	119.7	10.83	40.42	32.1
1943	13.84	123.6	11.20	41.25	33.6
January-March	13.56	121.5	11.16	37.90	35.8
April-June	13.72	124.7	11.00	40.95	33.5
July-September	14.09	123.7	11.39	41.07	34.3
October-December	14.64	124.3	11.78	45.02	32.5
1944	15.90	125.5	12.67	44.28	35.9
January-March	15.43	123.9	12.45	42.62	36.2
April-June	15.87	125.0	12.70	43.97	36.1
July-September	15.95	126.3	12.63	44.29	36.0
October-December	16.54	126.7	13.05	46.29	35.7
1945	18.77	128.4	14.62	45.11	41.6
January-March	16.68	126.9	13.14	45.11	37.0
April-June	17.30	128.1	13.51	45.90	37.7
July-September	18.81	129.2	14.56	43.94	42.8
October-December	19.02	129.4	14.70	45.40	41.9
1946	18.50	139.3	13.28	46.69	39.6
January-March	18.76	129.9	14.44	44.19	42.4
April-June	18.41	132.0	13.95	45.54	40.4
July-September	18.31	143.7	12.74	46.21	39.6
October-December	18.36	151.4	12.13	50.46	36.4
1947	17.83	150.2	11.20	49.41	36.3
January-March	17.92	154.2	11.62	50.82	34.8
April-June	17.68	156.4	11.30	50.51	35.1
July-September	17.72	160.8	11.02	(?)	(?)
October-December	18.05	165.2	10.93	(?)	(?)

¹ Data from the Bureau of Labor Statistics.

² Data not available.

³ Preliminary estimate.

Much of the decline in the ratio of average benefits to average wages can be traced to failure of the maximum weekly benefit to keep pace with rising wages. In absolute terms the maximum weekly benefit has increased since the beginning of the program; in relation to wage levels, however, it has decreased. In April-June 1940 the ratio of the statutory maximum to average weekly wages in covered employment ranged from 49 to 94 percent, and 16 States had a ratio of 70 percent or more. In April-June 1947 the range was from 35 to 59 percent, with 30 States in the 35.0-44.9 percent interval.

Amount in Relation to Consumers' Prices

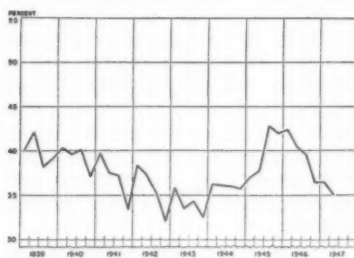
Between 1940 and 1945 the average weekly benefit increased more rapidly than consumers' prices. Hence the "real" value of the average weekly benefit—the amount of goods and services it could purchase in terms of the 1935-39 dollar—also rose, from \$10.58 in January-March 1940 to \$14.70 in October-December 1945. During the reconversion period, however, consumers' prices rose more rapidly than before, while the average weekly payment for total unemployment declined. Consequently, the "real" value of the average weekly benefit also declined, to \$10.93 in October-December 1947 (table 2).

The amount of benefits is generally determined by the amount of wages earned several quarters before the time benefits are paid. Consequently, with the rising cost of living, the amount of goods and services purchasable with a dollar of benefits would be less than the amount the worker was able to buy at the time he earned the wages on which his benefits are based. For example, a weekly benefit equal to 50 percent of weekly wages in the last quarter of 1946 (the base period) would, by the last quarter of 1947, have a purchasing power of only 46 percent of the base-period weekly wages.

City Worker's Family Budget

In view of the sharp increase in living costs and wage levels, the question of the adequacy of unemployment insurance benefits arises. To what extent does the weekly benefit now cover

Chart 3.—Ratio (percent) of average payment for total unemployment to average weekly wages, 1939-47



the basic necessities for most claimants and their families without requiring them to reduce substantially their level of living? A comparison of benefits with a budget necessary to maintain a family at "emergency" or "maintenance" standards supplies one answer.² The best-known budgets for determining the costs at these levels of living were those developed by Margaret Stecker in 1935 for the Works Progress Administration. In 1946 a comparison of maximum unemployment benefits with those budgets³ re-

² For a discussion of the adequacy of income of beneficiaries under old-age and survivors insurance, see the *Bulletin*, February 1943, pp. 12-22.

³ "Unemployment Insurance and the Cost of the Basic Necessities," Supplement to *Employment Security Activities*, March 1946.

vealed that the benefits frequently fell short of meeting the costs at a "maintenance" level of living, even for persons living alone.

Another answer may be based on the most recent budget of family requirements—the city worker's family budget, developed and priced by the Bureau of Labor Statistics.⁴ This budget is neither a "subsistence" nor a "luxury" budget; it was constructed in response to the request of a congressional committee that the BLS "find out what it costs a worker's family to live in the large cities of the United States." It was designed to represent the estimated dollar cost required to maintain a family of a certain size "at a level of adequate living—to satisfy prevailing standards of what is necessary for health, efficiency, the nurture of children, and for participation in community activities."

There has been little or no suggestion that unemployment benefits, if they are to be deemed completely ade-

⁴ Lester S. Kellogg and Dorothy S. Brady, "The City Worker's Family Budget," *Monthly Labor Review*, February 1948, pp. 133-170. See also the *Social Security Bulletin*, February 1948, pp. 4-11, for "A Budget for an Elderly Couple"; the methods and procedures used in preparing this budget were those developed by the Bureau of Labor Statistics for its city worker's family budget, modified to take account of the differences in family type.

Table 3.—Distribution of States and of employed covered workers¹ by maximum weekly benefit amount, specified dates, 1937-48

Maximum weekly benefit amount ²	Dec. 31, 1937		Oct. 1, 1940		Dec. 31, 1941		Dec. 31, 1944		Dec. 31, 1945		Apr. 10, 1948 ³	
	Number of States	Percentage distribution of covered workers ¹	Number of States	Percentage distribution of covered workers ¹	Number of States	Percentage distribution of covered workers ¹	Number of States	Percentage distribution of covered workers ¹	Number of States	Percentage distribution of covered workers ¹	Number of States	Percentage distribution of covered workers ¹
Total.....	51	100.0	51	100.0	51	100.0	51	100.0	51	100.0	51	100.0
\$15.....	49	95.3	41	77.0	30	50.8	22	19.7	10	7.0	2	1.8
\$16.....	1	4.7	5	13.3	7	17.5	4	8.7	3	1.9	0	0
\$17.....	0	0	0	0	2	3.9	0	0	0	0	0	0
\$17.50.....	0	0	0	0	0	0	0	0	0	0	1	.6
\$18.....	1	.2	5	9.9	9	25.3	14	43.2	11	13.3	9	10.4
\$19.....	0	0	0	0	3	2.7	10	26.6	17	40.0	22	36.2
\$21.....	0	0	0	0	0	0	0	0	3	24.8	1	6.7
\$22.....	0	0	0	0	0	0	1	2.0	1	4.1	2	4.5
\$22.50.....	0	0	0	0	0	0	0	0	0	0	1	.6
\$24.....	0	0	0	0	0	0	0	0	1	1.1	1	2.2
\$25.....	0	0	0	0	0	0	0	0	3	2.3	8	17.0
\$26.....	0	0	0	0	0	0	0	0	0	0	2	13.5
\$28.....	0	0	0	0	0	0	0	0	2	6.7	1	4.7
\$36.....	0	0	0	0	0	0	0	0	0	0	1	2.0

¹ Employed covered workers in 1946.

² Maximum includes dependents' allowances in 1 State in first 4 periods and 4 States in 1945 and 1948; also includes upward cost-of-living adjustment in 1

State in 1945 and 1948. Maximum does not include dependents' allowances in Massachusetts (1948).

³ In some instances the maximum benefits used are not effective until after Apr. 10, 1948.

quate, must meet the cost of this type of budget. In June 1947, to live at the level described in the city worker's family budget—that is, to cover the

cost of the total budget including taxes and so on—a worker must have earned from \$3,004 to \$3,458 per year. Many workers with families of four persons

do earn approximately this amount or more. In 1946, for example, 61 percent of all urban families of four related persons had incomes of \$3,000 or more.⁵ On the other hand, the annual earnings of a large proportion of steadily employed workers, even in a period of full employment, fall considerably short of that amount. It is obvious that when the full-time earnings of a worker are insufficient to cover the cost of such a budget, unemployment benefits cannot be expected to do so.

If unemployment insurance payments cannot provide all that is necessary for "acceptable living," can they at least be expected to enable beneficiaries to meet the expenditures for food, housing, and utilities, which cannot easily be deferred even during periods of unemployment?

These nondeferrable expenditures account for approximately 48.7-52.8 percent of the total budget, in all the cities surveyed. Food alone takes from 30.1 to 35.2 percent; and rent, heat, and utilities take another 14.8 to 21.9 percent. In dollar amounts, this means that on the average these nondeferrable expenditures add up to more than \$30 a week for a family of four. Yet the highest basic weekly benefit workers could receive when unemployed ranged from \$15 in some States to \$26 in others. If dependents' allowances are included, the maximum reaches \$36 in Connecticut. It may be substantially higher in Massachusetts, since the maximum is limited only by the number of a claimant's dependents and his average weekly wages.

Content of the Budget

The budget includes the kinds and quantities of goods and services that

⁵ Bureau of the Census, *Income of Non-farm Families and Individuals: 1946* (Current Population Reports, Consumer Income, Series P-60, No. 1, Jan. 28, 1948). It should be noted that such families could have had more than one wage earner. In 1940, four-person families averaged 1.57 labor-force members (*Workers and Dependents in Urban Families*, Social Security Administration, Bureau of Research and Statistics Memorandum No. 64). The 61 percent refers to all urban families of four related persons rather than to those in the 34 cities in which the budget was priced.

Table 4.—Average weekly payment for total unemployment and average weekly wage in covered employment, April-June 1940 and April-June 1947, and basic maximum weekly benefit, Jan. 1, 1940, and Sept. 15, 1947, by State¹

Region and State	Average weekly payment for total unemployment		Average weekly wage		Ratio (percent) of average weekly payment to average weekly wage		Basic maximum weekly benefit as of—		Ratio (percent) of basic maximum weekly benefit to average weekly wage in—	
	April-June 1940	April-June 1947	April-June 1940	April-June 1947	April-June 1940	April-June 1947	Jan. 1, 1940	Sept. 15, 1947 ²	April-June 1940	April-June 1947
Total.....	\$10.43	\$17.68	\$26.37	\$50.55	39.6	35.0	-----	-----	-----	-----
Region I:										
Connecticut ¹	9.99	19.32	27.86	53.41	35.9	36.2	\$15	\$22	53.8	41.2
Maine.....	6.30	13.06	20.31	43.82	31.0	29.8	15	20	73.9	45.6
Massachusetts ¹	9.99	21.78	25.51	47.58	39.2	45.8	15	25	58.8	52.5
New Hampshire.....	8.81	16.18	20.75	42.73	42.5	37.9	15	22	72.3	51.5
Rhode Island.....	10.23	16.77	23.49	47.61	43.6	25.2	16	25	68.1	52.5
Vermont.....	9.10	16.97	23.54	43.02	38.7	39.4	15	20	63.7	46.5
Region II-III:										
Delaware.....	9.10	14.72	27.06	51.70	33.6	28.5	16	18	55.4	34.8
New Jersey.....	9.29	19.35	28.79	54.69	32.3	35.4	15	22	52.1	40.2
New York.....	11.55	18.80	30.13	56.50	38.3	33.3	15	21	49.8	37.2
Pennsylvania.....	10.91	17.03	25.25	48.44	43.2	35.2	15	20	59.4	41.3
Region IV:										
District of Columbia.....	8.59	16.46	26.19	47.64	32.8	34.6	15	20	57.3	42.0
Maryland.....	8.71	17.60	24.01	46.03	36.3	38.2	15	25	62.5	54.3
North Carolina.....	4.78	10.97	17.61	38.38	27.1	28.6	15	20	85.2	52.1
Virginia.....	7.35	12.25	20.98	42.45	35.0	28.9	15	* 15	71.5	35.3
West Virginia.....	7.06	15.22	25.42	53.09	30.1	28.7	15	20	59.0	37.7
Region V:										
Kentucky.....	7.65	10.70	21.59	43.55	35.4	24.6	15	* 16	69.5	36.7
Michigan ¹	11.74	19.62	31.90	57.57	36.8	34.1	16	20	50.2	34.7
Ohio.....	10.29	17.04	28.48	53.10	36.1	32.1	15	21	52.7	39.5
Region VI:										
Illinois.....	12.92	18.18	28.96	55.95	44.6	32.5	16	20	55.2	35.7
Indiana.....	10.92	16.49	26.44	52.03	41.3	31.7	15	20	56.7	38.4
Wisconsin.....	10.58	16.42	27.74	50.53	38.1	32.5	15	* 20	54.1	39.6
Region VII:										
Alabama.....	6.55	14.36	18.50	41.05	35.4	35.0	15	20	81.1	48.7
Florida.....	9.42	13.50	19.69	42.87	47.8	31.5	15	15	76.2	35.0
Georgia.....	6.39	13.06	17.75	39.12	38.0	32.4	15	18	84.5	46.0
Mississippi.....	6.08	12.16	16.64	34.28	36.5	35.5	15	15	90.1	43.8
South Carolina.....	6.66	13.45	15.93	37.30	41.8	36.1	15	20	94.2	53.6
Tennessee.....	7.48	12.69	19.79	40.93	37.8	31.0	15	18	75.8	44.0
Region VIII:										
Iowa.....	9.25	14.20	23.31	44.73	39.7	31.7	15	20	64.4	44.7
Minnesota.....	10.07	14.72	25.16	46.10	40.0	31.9	15	20	59.6	43.4
Nebraska.....	9.18	14.65	23.40	43.34	39.2	33.8	15	18	64.1	41.5
North Dakota.....	9.39	17.06	22.26	41.84	42.2	40.8	15	20	67.4	47.8
South Dakota.....	6.95	13.05	22.19	41.76	31.3	31.3	15	20	67.6	47.9
Region IX:										
Arkansas.....	6.72	13.35	16.15	33.94	41.6	39.3	15	20	92.9	58.9
Kansas.....	9.00	14.35	22.82	46.10	39.4	31.1	15	18	65.7	39.0
Missouri.....	8.90	16.47	24.83	46.79	35.8	35.2	15	20	60.4	42.7
Oklahoma.....	9.79	16.16	25.07	46.63	39.1	34.7	15	18	59.8	38.6
Region X:										
Louisiana.....	7.50	13.76	21.20	41.06	35.4	33.5	18	18	84.9	43.8
New Mexico.....	8.90	13.69	20.50	42.32	43.4	30.9	15	20	73.2	47.3
Texas.....	7.77	13.60	23.51	45.13	33.0	30.1	15	18	63.8	39.9
Region XI:										
Colorado.....	10.54	14.33	24.99	46.07	42.2	31.1	15	17.50	60.0	38.0
Idaho.....	11.06	14.86	21.80	44.14	50.7	33.7	18	20	82.6	45.3
Montana.....	10.61	14.67	26.31	42.70	40.3	34.4	15	18	57.0	42.2
Utah.....	11.60	22.45	23.73	44.46	48.9	50.5	16	25	67.4	56.2
Wyoming.....	12.76	18.47	22.28	45.08	57.3	41.0	18	20	80.8	44.4
Region XII:										
Arizona.....	10.94	14.04	25.09	48.24	43.6	29.1	15	20	59.8	41.5
California.....	14.26	18.63	30.73	57.46	46.4	32.4	18	* 20	58.6	34.8
Nevada.....	13.16	18.34	26.91	53.87	48.9	34.0	15	20	55.7	37.1
Oregon.....	12.43	15.62	25.35	53.37	49.0	29.3	15	20	59.2	37.5
Washington.....	12.22	19.72	26.67	52.23	45.8	37.8	15	25	56.2	47.9
Regions XIII and XIV:										
Alaska.....	14.50	22.09	32.56	65.68	44.5	33.6	16	25	49.1	38.1
Hawaii.....	7.60	17.93	19.89	49.39	38.2	35.7	15	25	75.4	50.6

¹ Under the laws in effect on Sept. 15, 1947, in Connecticut, Massachusetts, Michigan, and Nevada, the weekly benefit can be increased above the basic statutory maximum by the payment of an allowance for dependents.

² Excludes amendments passed between Sept. 15, 1947, and Apr. 10, 1948, that increased the basic

maximum to \$25 in California, effective Jan. 1, 1948; \$24 in Connecticut, effective Apr. 4, 1948; \$20 in Kentucky, effective Apr. 1, 1948; \$22.50 in Maine, effective Apr. 10, 1948; \$26 in New York, effective June 7, 1948; \$20 in Virginia, effective May 1, 1948; \$24 in Wisconsin, effective Jan. 1, 1948.

families need to live in accordance with standards prevailing in the large cities of the United States. It applies to a family of four persons, including an employed husband, aged 38; a housewife, aged 36 and not gainfully employed; and two children, a boy 13 years old and a girl 8, both in school.

In general, whenever appropriate scientific standards were available, they were used as a starting point in constructing the budget. For foods, the recommendations of the Food and Nutrition Board of the National Research Council set the basic standards of nutritional adequacy. For housing, standards established by the American Public Health Association's Committee on the Hygiene of Housing and by the Federal Public Housing Administration were adopted. The technical standards of nutritional adequacy were then translated into a list of specific foods by reference to the actual buying practices of American families with moderate incomes. For clothing and other goods and services, allowances were established to meet prevailing standards of adequacy, as reflected in family consumption patterns. Here, also, the items and quantities included in the budget were determined on the basis of records of family purchases.

The following items in the budget illustrate its general level. The rented family dwelling has six rooms, including kitchen and bathroom, and is equipped with a gas or electric cook stove, a mechanical refrigerator, and a washing machine. The wife does all the cooking, cleaning, and laundry without paid assistance. The food budget allows the serving of meat for dinner several times a week. The husband can have one heavy wool suit every 2 years, one light wool suit every 3 years, five shirts and two pairs of shoes each year; the wife can buy a heavy wool coat every 4 years, and four dresses and three pairs of shoes each year. In New York, Chicago, and Philadelphia, most of the travel is assumed to be by public transportation; in all other large cities the majority of families are assumed to have a car. The family owns a small radio and attends the movies once in 3 weeks (the son once in 2 weeks). A telephone is not considered essential, but an average of three local calls are

made each week. The total of goods and services omits expenditures for Federal and State income taxes, other State and local taxes, dues paid to organizations, contributions to social insurance, and other similar insurance premiums.

When the list of items had been selected the goods and services included in the budget were priced as of March 1946 and June 1947. The cost of goods and services at June 1947 prices is used in the following comparisons, along with the current provisions of State unemployment insurance laws; the important increases in prices since June 1947, especially for food, are not represented in the analysis. Comparisons are, of course, confined to the 34 large cities where the budget was

priced. The BLS has also estimated the approximate cost of goods and services for families of other sizes, and comparison is made of the unemployment insurance benefits and the estimated cost of goods and services for one, two, and three-person families.*

Weekly Benefit in Relation to the City Worker's Budget

Although the city worker's budget for a family of four persons represents

* The BLS estimates that the dollar cost of goods and services for a family of one person is about 46 percent of the cost for a family of four and that the costs for families of two and three persons are 65 and 84 percent, respectively, of the cost for a family of four.

Table 5.—Comparison of maximum weekly benefit amount, Apr. 10, 1948, with cost of goods and services in the city worker's family budget, June 1947, 34 cities

State and city	Maximum weekly benefit amount, Apr. 10, 1948 ¹	Ratio (percent) of maximum weekly benefit to weekly cost of all goods and services for family of—				Ratio (percent) of maximum weekly benefit to weekly cost of food, rent, and utilities, for 4 persons
		4 persons	3 persons	2 persons	1 person	
Alabama:						
Birmingham	\$30	35.8	42.8	55.0	77.9	63.2
Mobile	20	35.6	42.5	54.6	77.3	61.0
California:						
Los Angeles	25	44.7	53.4	68.6	97.1	82.1
San Francisco	25	43.9	52.4	67.4	95.3	80.5
Colorado: Denver	17.50	31.7	37.9	48.7	68.9	56.5
District of Columbia: Washington	20	33.4	39.9	51.3	72.7	57.9
Florida: Jacksonville	15	27.4	32.8	42.1	59.6	48.9
Georgia:						
Atlanta	18	32.8	39.2	50.4	71.3	57.0
Savannah	18	32.8	39.2	50.4	71.3	56.3
Illinois: Chicago	20	35.1	41.9	53.9	76.2	60.3
Indiana: Indianapolis	20	37.3	44.5	57.3	81.0	66.2
Louisiana: New Orleans	18	34.2	40.9	52.6	74.4	62.2
Maine: Portland	22.50	40.4	48.3	62.1	87.9	70.4
Maryland: Baltimore	25	44.2	52.8	67.8	96.9	76.0
Massachusetts: Boston	25	43.6	52.1	67.0	94.8	77.0
Michigan: Detroit	20-28	35.0-42.0	41.8-46.0	53.7	76.0	75.5
Minnesota: Minneapolis	20	35.1	41.9	53.9	76.2	61.8
Missouri:						
Kansas City	20	38.0	45.4	58.3	82.5	68.5
St. Louis	20	35.5	42.4	54.6	77.2	61.5
New Hampshire: Manchester	22	40.3	48.2	61.9	87.6	70.6
New York:						
Buffalo	26	48.1	57.5	73.9	104.6	86.4
New York	26	44.8	53.5	68.9	97.3	79.9
Ohio:						
Cincinnati	21	38.6	46.1	59.3	83.9	69.4
Cleveland	21	37.7	45.0	57.9	81.9	68.3
Oregon: Portland	20	36.4	43.5	56.0	79.2	66.4
Pennsylvania:						
Philadelphia	20	36.3	43.3	55.7	78.9	63.7
Pittsburgh	20	35.0	41.8	53.8	76.0	62.3
Seranton	20	36.3	43.3	55.7	78.9	64.9
Tennessee: Memphis	18	32.1	38.4	49.4	69.9	56.2
Texas: Houston	18	34.2	40.9	52.6	74.4	61.1
Virginia:						
Norfolk	20	35.6	42.6	54.7	77.5	63.4
Richmond	20	35.8	42.8	55.0	77.9	61.9
Washington: Seattle	25	42.6	50.9	65.4	92.5	76.3
Wisconsin: Milwaukee	21	41.8	49.9	64.2	93.8	74.1

¹\$26 maximum in New York becomes effective June 7 and the \$20 maximum in Virginia, May 1.

²Maximum including dependents' allowances is not shown because it is not an absolute figure; it is limited only in that it cannot exceed the average weekly wage in the 2 quarters of highest earnings.

³Smaller figure relates to maximum excluding dependents' allowances, and larger figure to maximum including dependents' allowances for each family size. Family of 3 persons assumed to have 1 child, and of 4 persons, 2 children.

a modest level of living, its cost is substantially above the weekly benefits under unemployment insurance, even when they are at the statutory maximum. As shown in table 5, in none of the 34 cities in which this budget was priced did the maximum weekly benefit equal half the cost of goods and services for a family of four. In Jacksonville the proportion was 27.4 percent, in seven cities it was 31.7-34.2 percent, in 15 cities 35.0-38.6 percent, and in 10 cities 40.3-44.8 percent. Only in Buffalo could the maximum weekly benefit defray as much as 48.1 percent of the cost of goods and services in the budget.

These differences in the ratio of the maximum weekly benefit to the cost of goods and services result largely from differences in the maximum weekly benefit. Five of the seven cities with the highest ratios had a maximum weekly benefit of \$25, and two had a maximum of \$26, while the city with the lowest ratio had a maximum of \$15. The cost of goods and services in the least expensive city was 88 percent of that in the most expensive; the lowest maximum weekly benefit was only 58 percent of the highest maximum benefit (54 percent of the maximum including dependents' allowances in Michigan).

Among families of smaller size, of course, the maximum weekly benefit could meet a larger proportion of the budget costs. For a single person, however, the maximum weekly benefit was sufficiently large in only one of the 34 cities—Buffalo—to fully cover living costs. The ratio of the maximum weekly benefit to these costs was next largest in New York, Los Angeles, Baltimore, San Francisco, and Boston (97.3-94.8 percent). For the majority of the 34 cities in which this budget was priced, however, the ratio ranged between 69.9 and 79.2 percent.

The weekly benefit was not enough to pay for even the essentials of food, housing, and utilities—expenditures that cannot easily be deferred during unemployment—for a family of four persons. The basic maximum weekly benefit could purchase only 48.9 percent of those essentials in Jacksonville. In 22 cities it could purchase 56.2-69.4 percent, and only in three cities—Buffalo, Los Angeles, and San

Francisco—could it bring as much as 80.5-86.4 percent.¹

Dependents' Allowances

In five States—Connecticut, the District of Columbia, Massachusetts, Michigan, and Nevada—the greater cost of basic necessities for larger-size families is met to some extent by the payment of allowances in behalf of certain dependents. These weekly allowances of \$1, \$2 or \$3 per dependent are nominal, however, in relation

¹ The cost of these items for families of other sizes was not estimated. From table 5, however, it would appear that in most cities the maximum weekly benefit could purchase food, housing, and utilities for persons living alone.

to the increase in costs as family size increases. In each of the 34 cities the total weekly cost of goods and services increased about \$10 with each additional member of the family. In Detroit, for example, where a claimant would receive a \$2 allowance for each dependent child, these costs were \$26.31 for a person living alone, \$37.23 for a family of two persons, \$47.87 for three persons, and \$57.19 for four persons. Nominal as the \$2 allowance for dependents is in relation to these costs, the total allowance for dependents in Michigan could increase the weekly benefit by as much as 47 percent and bring the augmented benefit to 98 percent of previous weekly earnings.

Recent Amendments to the Civil Service Retirement Act

By Robert J. Myers*

Provision of survivor benefits under Federal old-age and survivors insurance in 1939 and under the Railroad Retirement Act in 1946 greatly strengthened and extended the protection given to wage earners and their families. The recent amendments to the Civil Service Retirement Act which, among other liberalizing changes, provided benefits for survivors of Federal employees, are of equal significance to students of social insurance. For that reason, and because the Bulletin carries monthly data on the operations of the Civil Service Retirement Act as a regular part of its reporting on developments in social insurance and allied fields, it offers the following discussion and evaluation of the recent changes in that act.

A SWEEPING REVISION of the Civil Service Retirement Act was effected on February 28, when the President approved Public Law No. 426 amending the provisions of that act. In brief, the major changes in the benefit structure are the introduction of a single, simple, and generally more liberal formula for computing annuity benefits and the provision of benefits for survivors of employees in active service as well as for survivors of annuitants. At the same time, the employee contribution rate was increased from 5 percent to 6 percent, effective in July 1948. Many other changes of importance were made—some liberaliz-

ing benefits and others simplifying administrative procedure.

This article discusses in detail the revised system and also indicates how the amendments have changed certain of the previous provisions.² In addition, it presents tables of illustrative benefits and certain actuarial analyses of the elective options offered and the over-all cost of the program. Certain minor points, such as the application of the system to legislative employees, have been omitted, as have such administrative details as the payment of

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¹ A brief summary of the amendments appeared in the *Bulletin*, March 1948, p. 33. For a discussion of the former provisions, see the *Bulletin*, April 1941, pp. 29-42, and February 1942, pp. 77-79.

benefits when the annuitant is legally incompetent.

Benefit Formula

For all employees retiring on or after April 1, 1948, there is now only one formula for computing the basic annuity, regardless of the mode of separation. The same formula also applies for those who are separated from service on or after that date and receive a vested deferred withdrawal annuity. For determining the annual retirement benefit for those whose highest salary² is \$5,000 or less, the formula is 1 percent of highest salary plus \$25, for each year of service. For employees whose highest salary is \$5,000 or more, the formula is a straight 1½ percent per year of service.³ For example, a \$3,000 employee would receive an annuity of \$55 (\$25 plus 1 percent of \$3,000) multiplied by his years of service; correspondingly, a \$6,000 individual would receive an annuity of \$90 multiplied by his years of service. Unlike the previous provisions, the new law sets no maximum on the number of years of service that may be used in this computation, but there is a maximum limiting the annuity to 80 percent of the highest salary.⁴ Both for employee annuities and for survivor annuities, the monthly amount payable is rounded to the nearest dollar, presumably for administrative simplicity. The upper half of table 1 shows illustrative monthly annuities computed by this formula for variations in period of creditable service and highest salary.

In general, this new benefit formula produces higher amounts than did the previous law, which in effect provided four rather complicated formulas. The amounts are not higher in all cases, however, especially at the extremes of the salary scale. Under the previous law, lower-paid individuals with long service could receive an-

nuities exceeding their highest salary, but that is no longer possible because of the 80-percent limitation. Likewise, at the upper end of the salary scale, the few persons with long periods of service at a high salary would have received a higher annuity under the "matching" formula that was formerly in effect. In neither of these instances can the limitation be considered very serious since such cases will be relatively infrequent; moreover, it is impracticable, if not impossible, to ensure that everyone will gain when a system is changed.

Present Annuitants

For employees who had already retired and were receiving annuities before April 1, 1948, the benefits were not recomputed on the basis of the new benefit formula, as is often done when a retirement system is changed. Instead, the annuitants received a flat increase in monthly payments of 25 percent or \$25, whichever was smaller; in other words, annuities of less than \$100 were raised 25 percent and larger annuities were increased \$25.

The increase applied to the annuity actually being received regardless of whether it had been reduced because of early retirement or previous election of a joint and survivor annuity at time of retirement under the old law, but it did not apply to the survivor annuity (if one had been elected or was then in effect).

Moreover, the annuitant had the option of retaining his original annuity and making a survivor annuity available for his or her spouse; the amount of the latter annuity is 50 percent of the employee's annuity but in no case more than \$50 a month. It is payable immediately upon the death of the employee annuitant regardless of the age of the spouse and continues for life. This survivor annuity is paid in addition to any survivor annuity elected under the old law.

While this procedure of granting optional survivor protection was administratively simple, it presented substantial "bargains" to many individuals and difficult choices to others because the factors are on an arbitrary rather than an equitable actuar-

Table 1.—Illustrative monthly annuities for retired employees¹ and for widows when no children are present²

Highest 5-year average salary	Years of creditable service							
	5	10	15	20	25	30	35	40
Employee ¹								
\$1,500.....	\$17	\$33	\$50	\$67	\$83	\$100	\$100	\$100
\$2,000.....	19	38	56	75	94	113	131	133
\$2,500.....	21	42	63	83	104	125	146	167
\$3,000.....	23	46	69	92	115	138	160	183
\$3,500.....	25	50	75	100	125	150	175	200
\$4,000.....	27	54	81	108	135	163	190	217
\$5,000.....	31	63	94	125	156	188	219	250
\$6,000.....	38	75	113	150	188	225	263	300
\$7,000.....	44	88	131	175	219	263	306	350
\$8,000.....	50	100	150	200	250	300	350	400
\$9,000.....	56	113	169	225	281	338	394	450
\$10,000.....	63	125	188	250	313	375	438	500
Widow ²								
\$1,500.....	\$8	\$17	\$25	\$33	\$42	\$50	\$50	\$50
\$2,000.....	9	19	28	38	47	56	66	67
\$2,500.....	10	21	31	42	52	63	73	83
\$3,000.....	11	23	34	46	57	69	80	92
\$3,500.....	13	25	38	50	63	75	88	100
\$4,000.....	14	27	41	54	68	81	95	108
\$5,000.....	16	31	47	63	78	94	109	125
\$6,000.....	19	38	56	75	94	113	131	150
\$7,000.....	22	44	66	88	109	131	153	175
\$8,000.....	25	50	75	100	125	150	175	200
\$9,000.....	28	56	84	113	141	169	197	225
\$10,000.....	31	63	94	125	156	188	219	250

¹ Amount before any reduction for early retirement or election of a joint and survivor annuity; assumes all refunds have been repaid and all service credit purchased.

² For conditions under which this annuity is payable, see text. Amount shown assumes that employee did not have a reduction in his annuity for

early retirement and had repaid all refunds and made all service credit deposits.

NOTE: The figures in this table may differ slightly from those arising for actual cases because of differences in method of rounding, but differences will rarely, if ever, exceed \$1.

² Throughout the article this term means the highest average annual salary received during 5 consecutive years of service.

³ The two computations, of course, yield the same result when the salary is \$5,000.

⁴ This limitation, however, affects only low-salaried employees with long service, as, for example, a \$1,500 employee with more than 30 years of service or a \$2,500 employee with more than 40 years of service.

ial basis. For instance, an annuitant aged 65 with an annuity of \$100 a month had the option of increasing that annuity to \$125 or of letting it remain at \$100 and providing his wife with an annuity of \$50 after his death, if she should outlive him. Since the same reduction applied regardless of the age of the wife, a man with a young wife will receive far more from the option than he would if it were calculated on an equitable actuarial basis, while a man whose wife is nearer his own age will get less of a bargain; in fact, if the wife is older than the husband, the latter suffers a loss in that the reduction is greater than it should be on a proper actuarial basis.

Persons about to retire when the amendments were enacted had to make a difficult decision because of the great differences that would arise if they retired before the effective date of April 1, or afterward. The question was not only which date would give the larger annuity⁶ but also which type of survivor benefit would be most advantageous. As will be shown subsequently, survivor protection may differ considerably, depending on date of retirement.

Service Requirement for Annuity Benefits

For all types of annuities (age retirement, disability retirement, vested withdrawal, and survivor) the employee must have had 5 years of civilian service, not all necessarily in a position covered by the retirement system. In most cases, however, military service does count in the benefit computation once this minimum service requirement is met; moreover, once 5 years of civilian service have been acquired, military service may be used to meet the various service requirements, such as the 30 years needed for voluntary retirement at ages 55-60. Hereafter, unless otherwise specified, the term "service" will be used to denote both civilian and military combined.

⁶ Retirement under the previous law, supplemented by the \$25 or 25-percent increase mentioned above, would be more favorable for all persons other than those with medium-range salaries (roughly \$2,500 to \$4,000) or those with long periods of service (since in most cases only 30, or at most 35, years were creditable previously).

Compulsory Age Retirement

Retirement is compulsory at age 70 if the employee has at least 15 years of service. Those with less than 15 years' service at age 70 must retire as soon thereafter as they have completed the 15 years. The Government cannot, as it could under the previous law, require retirement when the conditions for voluntary retirement (see below) are met.

Voluntary Age Retirement

Voluntary retirement at the option of the employee is possible at age 62 with 15 or more years of service⁷ or at age 60 with 30 or more years of service. In addition, those with 30 or more years of service may elect to retire between the ages of 55 and 60, but their annuity as computed by the usual formula will be reduced one-fourth of 1 percent for each month that they are under age 60 at time of retirement, or, in other words, 3 percent for each year. (For example, for retirement at exact age 55, the reduction would be 15 percent.) However, this reduction is much smaller than if it were computed on an actuarial basis, which would result in a rate of about 6 or 7 percent per year instead of 3 percent. Thus there is some "bargain" element for early voluntary retirants.

Involuntary Separation Retirement

Employees who are involuntarily separated after 25 or more years of service receive reduced annuities on the same basis as early voluntary retirants.⁸ For those with less than 25 years of service who are involuntarily separated, only deferred annuities at age 62 are available, as will be de-

⁷ Employees aged 62 or over who have less than 15 years of service but 5 or more years of civilian service can, under the withdrawal annuity provision (described subsequently), elect immediate retirement, with the annuity computed by the usual formula. Employees in this category, however, while they get the advantages of the same benefit formula, cannot obtain the very favorable joint and survivor annuity options that those with 15 or more years of service may elect.

⁸ Quite obviously an individual involuntarily separated with 30 or more years of service and at age 55 or over qualifies under either this category or as an early voluntary retirant. In either case the benefits available are identical in all respects.

scribed subsequently. Formerly persons with 5 or more years of service who were involuntarily separated could receive actuarially reduced annuities beginning at age 55. Although this provision was no "bargain" actuarially, it was of great convenience and advantage to certain individuals in this category.

Disability Retirement

Employees who have had at least 5 years of civilian service and who are disabled so that they cannot perform their usual work can retire at any age. The annuity is computed by the regular benefit formula, with no reduction because they are below the normal retirement age. The provisions for this category are largely unchanged from those in the previous law.⁹

Withdrawal Benefits

Individuals who leave Government employment before completing 5 years of civilian service can receive only a refund of their own contributions to date with accumulated interest,¹⁰ referred to subsequently as the "account."

The so-called tontine charge of \$1 per month of service, formerly deducted from the individual account, has been completely eliminated, for both past and future months, in the case of persons withdrawing after March 1948.

Employees who withdraw after having had at least 5 but less than 20 years of civilian service may elect either a refund of their account or a vested deferred annuity at age 62, computed by the regular benefit formula.¹¹ Previously, such individuals could use only two of the four annuity formulas. For middle and high-salaried employees these formulas gave lower amounts than would be available in the event of retirement di-

⁹ The law contains various administrative provisions in regard to determination of initial disability, continued proof of disability, and recovery from disability, but they are not discussed here.

¹⁰ Before 1948 the interest rate was 4 percent while the individual was in service and 3 percent otherwise; in 1948 and thereafter it is 3 percent in all cases.

¹¹ The election to receive a vested deferred annuity instead of a refund is not binding; the individual can obtain a refund of his account at any time between withdrawal from service and age 62.

rectly from active service. As indicated previously, individuals who are at least 62 years old but who have less than 15 years of service may, nevertheless, effect immediate retirement by coming under this withdrawal annuity provision. If an individual elects to receive a vested deferred annuity but dies before age 62, the accumulated account is paid. It might be pointed out that, on the whole, persons who take the cash refund instead of the deferred annuity suffer a considerable financial loss, since in most instances the actuarial value of the deferred annuity will always be appreciably—three to four times—greater.

Persons withdrawing after 20 years of civilian service can receive only the vested deferred annuity. They thus cannot lose their old-age protection by electing a lump-sum refund.

Individuals who had at least 5 years of service and who withdrew between January 24, 1942,¹¹ and April 1, 1948, continue to have the same rights to vested deferred annuities as under the previous law; the benefit amounts and all other conditions are unchanged by the amendments unless they should return to service, in which event the conditions of the new law prevail.

Survivor Benefits for Deaths in Active Service

At the death of an employee who has had less than 5 years of civilian service there is only a lump-sum refund of the account. If the employee has had 5 or more years of civilian service, monthly survivor benefits are provided in many instances. With respect to the deaths of married women and all nonmarried persons without children, however, only the lump-sum payment of the account is available. Under the previous law (applicable to deaths on or before February 28, 1948) the death benefit in all cases was merely the return of the account.

When a married man dies and there are no children, his widow, if she is at least 50 years of age or when she reaches age 50, receives a life annuity equal to half her husband's annuity,

computed as of the date of his death and for the full amount without any reduction because he was under retirement age. In other words, the same computation applies here as would apply for a disability annuity. The lower half of table 1 shows illustrative monthly annuities for widows. The annuity ceases on remarriage. If the widow is under age 50 at the time of her husband's death, only the deferred annuity, not the lump sum, is available. If the annuity ceases because of death or remarriage, and if the total payments that have been made do not equal the account as of the date of the husband's death, a refund of the difference is then payable as a lump sum. As a result of these widow's benefits, a considerable amount of insurance is added to the holdings of Government employees. For instance, for a man aged 55 with

25 years of service and with a wife aged 50 and no children, the equivalent face amount of insurance is about \$9,000 for a \$2,000 employee, \$14,000 for a \$4,000 employee, and \$25,000 for an \$8,000 employee.

The widow of a man with children (unmarried and under age 18, or regardless of age if incapable of self-support by reason of disability) receives the annuity immediately, whatever her age. The annuity continues throughout her lifetime (or until remarriage) even if she is still under age 50 when the children are no longer eligible. Each child receives half the widow's annuity (or, in other words, one-fourth of the employee annuity) but with a monthly maximum of \$30 per child or \$75 for all children in the family.

Table 2 gives illustrative monthly annuities for families consisting of a

Table 2.—Illustrative family monthly annuities for widow and orphans¹

Highest 5-year average salary	Years of creditable service							
	5	10	15	20	25	30	35	40
Widow and 1 child:								
\$1,500	\$13	\$25	\$38	\$50	\$63	\$75	\$75	\$75
\$2,000	14	28	42	56	70	84	96	97
\$2,500	16	31	47	63	78	93	103	113
\$3,000	17	34	52	69	86	99	110	122
\$3,500	19	38	56	75	93	105	118	130
\$4,000	20	41	61	81	98	111	125	138
\$5,000	23	47	70	93	108	124	139	155
\$6,000	28	56	84	105	124	143	161	180
\$7,000	33	66	96	118	139	161	183	205
\$8,000	38	75	105	130	155	180	205	230
\$9,000	42	84	114	143	171	199	227	255
\$10,000	47	93	124	155	186	215	249	280
Widow and 2 children:								
\$1,500	17	33	50	67	83	100	100	100
\$2,000	19	38	56	75	94	113	126	127
\$2,500	21	42	63	83	104	125	133	143
\$3,000	23	46	69	92	115	129	140	152
\$3,500	25	50	75	100	123	135	148	160
\$4,000	27	54	81	108	128	141	155	168
\$5,000	31	63	94	123	138	154	169	185
\$6,000	38	75	113	135	154	173	191	210
\$7,000	44	88	129	148	169	191	213	235
\$8,000	50	100	135	160	185	210	235	260
\$9,000	56	113	144	173	201	229	257	285
\$10,000	63	123	154	185	216	248	279	310
Widow and 3 children:								
\$1,500	21	42	63	83	104	125	125	125
\$2,000	23	47	70	94	117	131	141	142
\$2,500	26	52	78	104	127	138	148	158
\$3,000	29	57	86	115	132	144	155	167
\$3,500	31	63	94	125	138	150	163	175
\$4,000	34	68	102	129	143	156	170	183
\$5,000	39	78	117	138	153	169	184	200
\$6,000	47	94	131	159	169	188	206	225
\$7,000	55	109	141	169	181	206	228	250
\$8,000	63	125	150	175	200	225	250	275
\$9,000	70	131	159	183	216	241	272	300
\$10,000	78	138	169	200	231	263	294	325

¹ For conditions under which this annuity is payable, see text. Amount shown assumes that employee did not have a reduction in his annuity for early retirement and had repaid all refunds and made all service credit deposits.

NOTE: The figures in this table may differ slightly from those arising for actual cases because of differences in method of rounding, but differences will rarely, if ever, exceed \$1. Figures below line are those that result from the maximum provision on orphan annuities.

widow and different numbers of children. It will be observed that the maximum provisions on the children's annuities have an appreciable effect on the total amount, particularly if the employee was in the high-salary bracket and had moderate or long service. When there are more than three children, the total benefit is, in most instances, the same as when there are three children, in view of the fact that the \$75 maximum for the children applies in all such cases. When any annuities are terminated by the death of the widow or child or by a child's marriage or attainment of age 18, the benefit amounts are recomputed on the basis of the new family composition as though it had existed at the time the employee died; no such recomputation is made, however, when the widow remarries or reaches age 50. The same refund provision as in the case of married men without children applies if the aggregate annuity payments made to all beneficiaries are less than the account.

The survivor benefits for married men with children also afford considerable insurance protection. The equivalent face amount for a man aged 30 with 10 years of service and with a wife aged 25 and three children aged 0, 2, and 4 is about \$10,000 for a \$2,000 employee and \$14,000 for a \$4,000 man. The corresponding figures for a man aged 45 with 25 years of service and with a wife aged 40 and three children of 5, 10, and 15 years are \$17,000 and \$24,000, respectively.

Survivor annuities are payable to the surviving orphan children of non-married persons—that is, chiefly with respect to the deaths of widows and widowers. The conditions of payment of these child survivor annuities are the same as those when the mother is present, but the amounts are larger. Each child receives half of the employee annuity, but not more than \$40 a month; the maximum for all children in the family is \$100.

Illustrative family monthly annuities for various numbers of orphans when there is no widow present are given in table 3. For most of the cases shown the maximum provisions apply rather than the amount as computed from the benefit formula. As has been said, the total benefit is gen-

erally not increased for children in excess of three, because of the \$100 maximum provision. It is interesting to note that in numerous instances the total family benefit for a widow and three children is less than if the widow were not present—less, in other words, than when there are merely three orphan children. In the case of a \$3,000 employee with 15 years of service, for example, the benefits would total \$86 in the first situation and \$100 in the second. Likewise, in many instances a widow and two children receive only the same amount as do two children alone.

Survivor Benefits for Deaths After Retirement

The survivor benefits discussed up to this point have been those available to the families of employees who retired before April 1, 1948. This sec-

tion deals with survivor benefits payable on the death of employees retiring after that date.¹² As indicated earlier, no survivor benefits are pay-

¹² An anomalous situation arises for those who retired after February 28 and before April 1, 1948. The employee annuity is computed by the previous law and is increased for April and thereafter by \$25 or 25 percent unless the joint and survivor option, described previously, is elected for the spouse. However, if there are eligible children when the annuitant dies, the survivor benefits to the widow and orphans under the new law (as described hereafter) are payable and are computed from the new formula. Apparently, it is possible for a widow to receive two separate annuities with respect to her husband, one for life under the joint and survivor option made available for existing annuitants by the new law, and the other, if eligible children were left, payable to age 50. In fact, there could even be three separate annuities for the widow if the husband had also elected a joint and survivor annuity (on an actuarial basis) under the old law.

Table 3.—Illustrative family monthly annuities for orphans when no widow is present¹

Highest 5-year average salary	Years of creditable service							
	5	10	15	20	25	30	35	40
1 child:								
\$1,500.....	\$8	\$17	\$25	\$33	\$40	\$40	\$40	\$40
\$2,000.....	9	19	28	38	40	40	40	40
\$2,500.....	10	21	31	40	40	40	40	40
\$3,000.....	11	23	34	40	40	40	40	40
\$3,500.....	13	25	38	40	40	40	40	40
\$4,000.....	14	27	40	40	40	40	40	40
\$5,000.....	16	31	40	40	40	40	40	40
\$6,000.....	19	38	40	40	40	40	40	40
\$7,000.....	22	40	40	40	40	40	40	40
\$8,000.....	25	40	40	40	40	40	40	40
\$9,000.....	28	40	40	40	40	40	40	40
\$10,000.....	31	40	40	40	40	40	40	40
2 children:								
\$1,500.....	17	33	50	67	80	80	80	80
\$2,000.....	19	38	56	75	80	80	80	80
\$2,500.....	21	42	63	80	80	80	80	80
\$3,000.....	23	46	69	80	80	80	80	80
\$3,500.....	25	50	75	80	80	80	80	80
\$4,000.....	27	54	80	80	80	80	80	80
\$5,000.....	31	63	80	80	80	80	80	80
\$6,000.....	38	75	80	80	80	80	80	80
\$7,000.....	44	80	80	80	80	80	80	80
\$8,000.....	50	80	80	80	80	80	80	80
\$9,000.....	56	80	80	80	80	80	80	80
\$10,000.....	63	80	80	80	80	80	80	80
3 children:								
\$1,500.....	25	50	75	100	100	100	100	100
\$2,000.....	28	56	84	100	100	100	100	100
\$2,500.....	31	62	94	100	100	100	100	100
\$3,000.....	34	69	100	100	100	100	100	100
\$3,500.....	38	75	100	100	100	100	100	100
\$4,000.....	41	81	100	100	100	100	100	100
\$5,000.....	47	94	100	100	100	100	100	100
\$6,000.....	56	100	100	100	100	100	100	100
\$7,000.....	66	100	100	100	100	100	100	100
\$8,000.....	75	100	100	100	100	100	100	100
\$9,000.....	84	100	100	100	100	100	100	100
\$10,000.....	94	100	100	100	100	100	100	100

¹ For conditions under which this annuity is payable, see text. Amount shown assumes that employee did not have a reduction in his annuity for early retirement and had repaid all refunds and made all service credit deposits.

NOTE: The figures in this table may differ slightly from those arising for actual cases because of differences in method of rounding, but differences will rarely, if ever, exceed \$1. Figures below line are those that result from the maximum provision on orphan annuities.

able after retirement (or for that matter, after withdrawal) in the case of employees who withdraw after 5 years of civilian service and receive vested withdrawal annuities. For age retirements and disability retirements, monthly survivor benefits are available in certain instances—in some cases for all individuals concerned and in other cases only when the employee has made an election. In all instances, there is a provision for refund of the difference between the total annuity payments made after all possible annuities have terminated and the account at the time of retirement.

If there are eligible children at the time the man dies, an annuity is payable to the widow in the same amount as those outlined in connection with deaths in active service, that is, half the husband's full annuity prior to any reduction actually made because of a joint and survivor annuity. However, this annuity ceases at age 50 (or earlier death or remarriage) whether or not any children are then eligible. That age limitation is set because a joint and survivor annuity for the widow, beginning at age 50, may be elected. Likewise, the children receive the annuities described previously. A similar annuity is paid the children of a nonmarried annuitant.¹²

Two types of joint and survivor annuities are available to annuitants who take a reduction in their own benefit. One type is available to married men for their surviving widows, and the other type is for nonmarried persons for a named beneficiary. Strangely enough, this option may not be elected by married women, even though the married women who were on the annuitant roll as of the effective date could make such an election in lieu of the increased annuity. Non-married annuitants—excluding those retired for disability, to whom the option is not available—must furnish proof of good health.

Under the option for married men, the widow's annuity is 50 percent of the full employee annuity. It is payable only after age 50, and it ceases

¹² There is a minor exception that will probably occur very rarely in actual practice; a child cannot receive, with respect to the same person, an annuity both under this provision and under a joint and survivor option.

Table 4.—Joint and survivor annuity factor for married male annuitant under civil-service retirement system as percent of factor on reasonable actuarial basis¹

Age of wife	Factor in law as percent of factor on actuarial basis, ¹ when retirement age of employee annuitant is—			
	55	60	65	70
20.....	97	102	109	120
30.....	101	111	125	150
40.....	99	112	134	180
50.....	101	112	131	173
60.....	102	108	120	141
70.....	96	99	105	115

¹ Based on Standard Annuity Table at 3-percent interest. These comparisons would differ only slightly if the computations had been based on the U. S. White Lives Table.

on remarriage. The annuity payable to the employee during his lifetime is the full annuity reduced by 10 percent if the wife is 60 years or over at the time the husband retires (regardless of his age) and by an additional three-fourths of 1 percent for each year the wife is under age 60 at that time, with a maximum reduction of 25 percent (i. e., for wives aged 40 or under). It should be noted that the reductions specified apply only to the employee annuity and not to the annuity for the surviving widow. Thus, for instance, if the employee annuity prior to election of the option is \$100 per month, the reduced amount payable to the employee for life would be \$90 if his wife is aged 60, \$84 if she is aged 52, and \$75 if she is aged 40 or under; in all instances, however, the surviving widow would receive \$50. It will thus be seen that in general this option, if it is elected, ties in with the annuity benefits payable for deaths in active service¹³ and with the survivor benefits automatically paid with respect to annuitants who leave children at their death.

The factors prescribed in the law for the reduced employee annuity when the husband elects this option, unlike those for joint and survivor

¹³ An exception occurs when the annuitant has retired before age 60 and his annuity has been reduced 3 percent for each year under that age. Consider, for instance, an employee with a full annuity of \$100 a month who retires at age 55 and whose actual annuity is therefore \$85. If he dies, his widow receives half his annuity or \$42.50. If, on the other hand, he had died just before retiring, she would have received an annuity of \$50.

annuities in the former act, are not on an actuarial basis. In most instances, but by no means in all, they represent a "bargain" to the annuitant. These arbitrary factors were probably introduced for ease in administration, but they create significant inequities as between different individuals. Table 4 compares, for certain combinations of ages of husband and wife, the factors that will be applicable according to the law, and those developed on a sound actuarial basis. As will be seen, in some instances the factors in the law are more generous by as much as 80 percent, although in certain other cases there is a relative underpayment of about 5 percent.

For nonmarried employees electing a joint and survivor annuity option the survivor annuitant must have an insurable interest in the employee, as, for example, in the case of a parent, brother, or child.¹⁴ This survivor annuity, unlike that for the widow, is payable immediately on the death of the employee annuitant and runs for life without any specific age limit and regardless of marriage or remarriage.

¹⁴ See footnote 13, however, for the limitation on duplication of benefits in this case.

Table 5.—Joint and survivor annuity factor for nonmarried annuitant under civil-service retirement system as percent of factor on reasonable actuarial basis¹

Age of female survivor annuitant	Factor in law as percent of factor on actuarial basis, ¹ when retirement age of employee annuitant is—			
	55	60	65	70
Male employee				
10.....	87	95	106	121
20.....	84	92	102	116
30.....	80	87	97	109
40.....	95	95	90	101
50.....	101	101	103	107
60.....	100	105	106	109
70.....	95	98	103	109
80.....	92	94	96	100
Female employee				
10.....	81	87	95	106
20.....	78	84	92	102
30.....	75	80	87	97
40.....	89	89	82	90
50.....	96	95	95	96
60.....	97	100	99	100
70.....	94	95	98	103
80.....	92	92	94	96

¹ Based on Standard Annuity Table at 3-percent interest. These comparisons would differ only slightly if the computations had been based on the U. S. White Lives Table.

The amount is always half the reduced employee annuity, rather than half the full employee annuity as in the case of widows. The reduction in the employee annuity is based on the difference in age between the employee and the survivor annuitant, as follows:

<i>Survivor younger than employee by—</i>	<i>Percentage reduction</i>
Less than 5 years.....	10
5-9 years.....	15
10-14 years.....	20
15-19 years.....	25
20-24 years.....	30
25 years or more.....	40

Once again, in most instances, these arbitrary factors contain a "bargain" element, as is shown in table 5 for certain selected cases, although by no means as much as in the case of married men. As will be seen, however, in many instances the reductions are too large as compared with factors computed on an actuarial basis. As a result, while the arbitrary factors are favorable to some annuitants, they are very unfavorable to others, with a range of variation as high as 20 percent in each direction. Moreover, there are the very serious objections that no allowance is made for the sex of the employee and the survivor annuitant, and that the various age groups are so broad as to cause a significantly large difference in borderline cases.

The new survivor provisions are much more comprehensive than those formerly available. Under the old law, both age and disability annuitants could choose between two types of annuities for themselves. The first type, which was most commonly used, was in effect a cash refund annuity, while the second was a somewhat larger annuity but with no refund at death. The cash refund annuity differed from the one in the present law for employees who do not elect a joint and survivor annuity in that it reduced the account only by the amount of the annuity purchased by the account, rather than by the total annuity payments received, as at present; on the whole, therefore, a refund was payable if death occurred within about 10 years after retirement.¹⁶ The

new basis is, of course, much easier to administer and is equally justifiable, actuarially and logically.

In addition, under the former law, annuitants retired for age could elect a joint and survivor annuity payable to any designated survivor regardless of the latter's insurable interest. The survivor annuity was payable immediately on the death of the annuitant and ran for the lifetime of the survivor, regardless of age or remarriage. The amount of the reduction was determined on an actuarial basis according to the various age-sex combinations of the employee annuitant and the survivor annuitant and which of the two options was elected.¹⁷ In the great preponderance of the cases, the new provisions are more favorable to employees than the old provisions although there are certain disadvantages, such as the limitations in regard to remarriage, the minimum age at which payments commence, and who can make the elections. In a few cases, also, the arbitrary factors for computing the joint and survivor annuity produce too great a reduction.

Reemployment of Annuitants

Previously, when annuitants returned to work under the system, their benefits were entirely recomputed, which occasionally had the effect of creating some very appreciable "loopholes." Under the new law these loopholes are in most instances no longer possible, because annuitants aged 60 or over who are reemployed must continue to receive the original annuity. No service credit will be given for the period of reemployment, and no retirement deduction will be made, but the pay is reduced by the amount of the annuity.

Redeposit of Refunds

All refunds received must be redeposited upon return to service or else none of the service in the period covered by the refund will be creditable in computing the amount of annuity, though it will be used in determining length of service in meeting

¹⁷ The survivor annuity could be for either the full amount or half the amount of the reduced annuity. Of course, the reduced annuity would be less in the former case because of the larger survivor benefits provided.

eligibility requirements. In all but a few rare instances—when the annuity is affected by the 80-percent maximum on the size of the benefit, for example—the annuity will be materially reduced if the refunds are not redeposited.

Purchase of Service Credit

Formerly, if there was creditable service for which contributions had not been made, credit was given in determining length of service, though the annuity was reduced by the amount that would have been purchasable, on an actuarial basis, by such contributions if they had been made. The new law introduces an arbitrary factor to determine this "purchasable" amount. Thus the amount of the annual annuity as computed by counting all service is reduced by 10 percent of the accumulated service-credit deposit that was not made as of date of retirement. For example, if the annuity would have amounted to \$1,500 a year on the basis of contributions having been made for all service, but if a service-credit deposit of \$1,000 (including interest to date of retirement) had not been made, the annuity actually paid would be reduced to \$1,400. In most instances this reduction is larger than it would be on an "actuarial" basis, which is probably fair enough as a sort of penalty, though it does not apply equally to all individuals. As a result, under the new law it is in most cases advantageous to purchase all such service credit, especially just before retirement; under the old law there was by no means such a clear case for this action.

Military Service

Full credit is given for all military service except when such service is used as the basis for retired pay for other than service-connected disability resulting from enemy combat or explosion of an instrument of war.

Duplication of Benefits

Except for the relatively infrequent cases of annuitants who leave minor children when they die, there is no provision against the payment of more than one separate annuity to a particular individual. Thus a woman can receive retirement benefits as a result

¹⁶ Under the present law there will probably be no refund in most instances unless the annuitant dies within 2 or 3 years after retirement.

of her own employment and also as a widow. Likewise, a widow or a child annuitant may receive the annuity and work for the Government at the same time.

Contribution Rate

In the first full pay period occurring after June 30, 1948, the contribution rate will be increased from 5 percent to 6 percent. For many individuals this increase is larger than the value of the additional benefits payable, if any, while for others the very valuable survivor benefits alone are worth more than the additional 1-percent contribution. Because of the refund feature and the sizable governmental share of the cost of the system, however, no employee can properly feel that the benefit provisions as changed are unfair.

Voluntary Contributions

The provision for voluntary contributions has been used relatively little. Of the 111,000 employee annuitants on the roll as of June 30, 1947, for example, only 900 or less than 1 percent had additional annuities because they had made such voluntary deposits. That provision is continued but on a somewhat different basis. As before, an employee may deposit up to 10 percent of his total salary back to August 1920. These deposits must be made while the employee is in service but at any time before retirement, though they cannot be made until the employee has redeposited all refunds received and purchased all service credit. The money accumulates, as in a savings bank, at 3-percent interest and is refunded at the death of the employee and may be withdrawn on separation before retirement. Thus, if an employee leaves the service before he is eligible for immediate retirement benefits, he may either withdraw the deposits plus interest or leave them to purchase a deferred annuity. At retirement the accumulated amount is used to purchase an annuity that has the same cash-refund feature as that of the regular annuity.¹⁹ For the ad-

Table 6.—Annual income (payable monthly) under cash refund annuities per \$100 of single premium

Age	Civil-service retirement		U. S. White Lives Table 1939-41 at 3-percent interest	Standard Annuity Table at 3-percent interest	Selected insurance companies under—	
	Present	Former			Settlement option	Single premium
	Men					
55.....	\$7.00	\$6.91	\$6.35	\$5.89	\$5.39	\$4.48
60.....	8.00	7.62	7.08	6.48	5.94	4.90
65.....	9.00	8.55	8.02	7.21	6.62	5.39
70.....	10.00	9.75	9.23	8.12	7.48	5.95
	Women					
55.....	\$7.00	\$6.45	\$6.01	\$5.41	\$4.93	\$4.13
60.....	8.00	7.04	6.71	5.89	5.39	4.48
65.....	9.00	7.79	7.60	6.48	5.94	4.90
70.....	10.00	8.76	8.75	7.21	6.62	5.39

ditional annuity, however, the refund period will generally run for 10 to 12 years, since the account is reduced only by the amount "purchasable" by the voluntary contributions and the Government does not directly provide any of the annuity.

Formerly the amount of such annuity was based on actuarial factors computed at somewhat of a "bargain" rate, since the mortality table used made no allowance for the future improvement in mortality that is very likely to occur, and at the same time used the generous interest rate of 4 percent. Now the law contains arbitrary factors that vary only by age and not by sex. Each \$100 of voluntary contribution in the accumulated deposit account will purchase an annual annuity of \$7 for employees retiring at age 55 or under;²⁰ the amount purchasable increases by 20 cents for each year that the individual is above age 55 at time of retirement—that is, the factor is \$8 for age 60, \$9 for age 65, and \$10 for age 70.

Table 6 compares the annual income under cash refund annuities from various sources for a single premium of \$100 for men and women at selected ages. In addition to the present and former factors for the civil-service retirement system, the table shows those computed from two life tables using an interest rate of 3 percent,

which is the rate currently credited on individual accounts. The first life table is the official one for white persons in the United States, based on the experience in 1939-41, while the second is the Standard Annuity Table which has been used by most life insurance companies as the basis for their annuity rates.²¹ In addition, there are shown factors used by several representative large insurance companies under their settlement options (which are in effect the net rates without any allowance for expenses) and for their single premiums (which do include an allowance for expense and mortality selection).

Since the factors used in a governmental system such as this can, no doubt, justifiably be on a nonexpense basis, their actuarial adequacy can more properly be compared with the net rates under the two life tables and with the settlement option rates. As may be seen from table 6, the current factors under the civil-service provisions are higher than the former ones by about 5 percent for men and 15 percent for women. In comparison with the population life table, the current factors are about 10 percent higher for men and almost 20 percent higher for women. In comparison with the Standard Annuity Table, the differential is about 25 percent for men and almost 40 percent for women. In com-

¹⁹ Reduced joint and survivor annuity options will be available for all reentrants, regardless of sex or marital status, on the same basis as for regular annuities of non-married annuitants; that is, the survivor annuity is half the reduced employee annuity.

²⁰ A constant factor for ages under 55 is probably justified because this class consists of disability annuitants for whom annuity values are relatively constant regardless of age.

²¹ Actually, in the last few years most companies have adopted a stricter basis by using this table but rating down the ages; for instance, a person aged 60 is considered aged 58.

parison with insurance company rates the current civil-service factors give about 35 percent more for men and 50 percent more for women than do the settlement option rates, and about 65 percent and 80 percent more than the single premium rates. The "bargain" element present in the voluntary deposit system is therefore very considerable.

Actuarial Cost of the Program

In considering the cost of the new system it will be of interest to consider first the cost of the previous law, both at the time of its enactment in 1942 and when the new law was being considered.

The 1942 act was originally estimated to cost about 15½ percent of pay roll on a level-premium actuarial basis, of which 5 percent was paid by the employees and the other 10½ percent by the Government.²¹ The 1948 estimate of the cost of the 1942 act indicated a total level-premium cost of only 10 percent of pay roll, so that the employees' 5-percent contributions paid half the cost; the Government's share of the cost was only 5 percent of pay roll, in contrast to the 10½ percent estimated earlier. This great difference appears to be due entirely to two factors, namely, the higher salary rates²² and the use of different age and service distributions of active employees.²³

The costs discussed above have been in terms of percentage of pay roll, which is probably the soundest basis for cost comparisons. However, dollar figures also might be of interest. Thus, in 1942 the Government cost was estimated at \$136 million per year on the basis of the 1940 pay roll, while in 1948 the corresponding figure was \$224 million. This increase of about 65 percent arose because the rise in pay roll more than offset the relative

savings in cost that resulted from the factors already mentioned.

It has been estimated²⁴ that the total level-premium cost of the present law is about 12½ percent of pay roll, of which the employees pay 6 percent. Thus the Government cost of about 6½ percent of pay roll is higher than its cost of 5 percent for the 1942 act but about one-third lower than was estimated at the time it was enacted. In terms of dollars, the Government cost for the present law is probably about \$285 million a year.

The cost of the civil-service retirement system is difficult to determine exactly, not only because of the necessary range of variation present in any actuarial estimate but also because of the numerous optional features available to employees by election. Since such features are not on an actuarial basis, election of any one instead of another can result in an appreciable profit or loss to the fund. For instance, if most employees who withdraw with more than 5 but less than 20 years of civilian service take their refunds instead of the more valuable deferred-annuity rights, the system will "save" money. On the other hand, if most retiring employees elect the joint and survivor annuity options or use the optional deposit system, the cost to the fund will be greater because the factors used, in general, grant more than the actuarial equivalents.

Comparison With Survivor Protection Under Old-Age and Survivors Insurance

The survivor protection provided for Government employees under the new law differs materially from that offered to workers covered under the old-age and survivors insurance system. In many respects the civil-service retirement survivor protection is superior, although in other important respects it is not.

The chief advantages of the civil-service survivor benefits lie in the amount of the benefits, which for long-service employees are at an appreciably higher level than those under old-age and survivors insurance, and in the lower age at which

widow's benefits are payable. Also from the viewpoint of the individual beneficiary there are advantages in that the civil-service survivor benefits are hedged in by fewer restrictions. The benefit may continue, for example, while the survivor is working for the Government or receiving an annuity in his own right.

On the other hand, the survivor benefits offered by the civil-service system possess a number of serious disadvantages:

1. For short-service employees the benefits are very small, and these persons are probably the ones with the greatest social need, since they are at the younger ages when their children have long potential periods of dependency;

2. Because of the maximum limitations on children's benefits, more emphasis is placed on the annuity for the widow than for the family, which seems less desirable from the standpoint of society as a whole;

3. Survivor protection for the aged widow of an annuitant is available only on an elective basis and then only if the annuitant takes a reduction in his own annuity. Under old-age and survivors insurance, on the other hand, the employee receives his full benefit, and his wife, if she is eligible, also receives a monthly benefit. In general, experience has indicated that elective options are rarely used by many persons, and their potential value is therefore not realized;

4. Employees withdrawing from service lose all their survivor protection immediately;

5. Widow's benefits are payable to relatively young widows whether or not they have children in their care; since this is an expensive feature, the money could perhaps better be used for the more socially desirable protection of children.

Summary and Conclusions

The recent amendments to the civil-service retirement system have gone a long way toward providing broad protection for Government employees. The new survivor benefits partially fill a very serious gap. The new annuity formula is in general more liberal and is easier to understand. In certain sectors, however, the system still does

(Continued on page 44)

²¹ *Twenty-Second Annual Report of the Board of Actuaries of the Civil Service Retirement and Disability Fund*, for the fiscal year ended June 30, 1942 (H. Doc. 259, 78th Cong., 1st sess., p. 9).

²² Because of the weighted nature of the benefit formulas, increases in salary did not produce corresponding proportional increases in benefits.

²³ With the growth in Government employment, a greater proportion of the employees in 1948 had, in general, little or no previous service.

²⁴ *Congressional Record*, Feb. 26, 1948, p. 1808.

Employment Security

Unemployment Claims and Benefits

State Programs

In February, continued claims for State unemployment insurance rose to 4,242,500. This almost unprecedented February increase, from 4,040,600 in January, was evidence that a large part of the unemployment—seasonal and other types as well—that began in the latter part of December and early January continued through February. The average weekly number of beneficiaries also jumped, from 776,700 to 849,100, resulting in an increase of \$1.6 million in benefits paid to unemployed workers. Continued claims, benefits, and beneficiaries were, however, considerably below the levels for February 1947. Initial claims, representing new unemployment, followed the usual seasonal pattern and dropped from 967,000 to 899,500. Despite the drop, the volume was considerably greater than in February of last year.

Thirty-two States reported a decline in initial claims and an increase in continued claims during February. This divergence was due to the fact that many of the workers who filed initial claims in January were still unemployed in February. The declines in initial claims during February did not offset the heavy January increases, however. Apparently there was still a substantial volume of new unemployment during February.

The outstanding factor in the February increase in continued claims was the sustained cold weather, which kept outdoor activities, particularly construction and logging and lumbering, at a minimum until the latter part of the month. Lay-offs resulting from the shortage of gas for industrial use, which started in January, reached their peak about mid-February. It is estimated that the lay-offs affected about 150,000 automobile workers in Michigan alone and were a major factor in the five States reporting the greatest increases in continued claims—Michigan (62,000), Ohio (21,000), Pennsylvania (20,000), Indiana (17,000), and West Virginia (15,900).

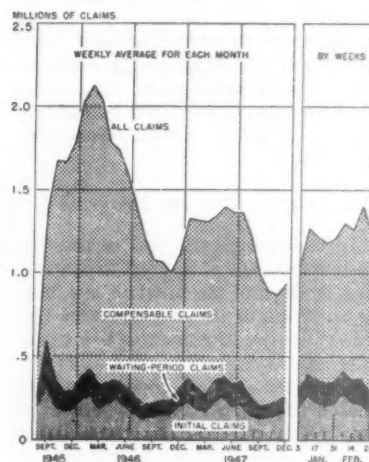
While a shortage of natural gas also occurred early in 1947, the shortage this year was far more widespread and lasted longer.

The national increase in claims is particularly significant inasmuch as February had 3 less reporting days than January. Moreover, the claims that would normally have been filed on February 23 and have been counted in the February claims load were rescheduled to the first week in March, because of the holiday.

Among the States in which the volume of continued claims decreased, New York was outstanding, particularly in view of the fact that the drop of 57,900 in February followed a decrease of 50,000 in January. Though specific information on the reasons for the February decline is not available, the drop presumably was due to a seasonal improvement in the apparel industry in preparation for the Easter trade. In Illinois, continued claims went down by 9,600 from the January number, but they were still relatively high because of seasonal unemployment in the construction industry and temporary lay-offs in the food and meat-packing industries as well as in the wholesale distribution industries.

New York also reported the greatest decline in initial claims—35,500, which followed a decline of 19,600 in January. New Jersey's decline of 12,700 was chiefly due to the smaller

Chart 1.—Number of claimants for unemployment benefits, August 1945–Feb. 28, 1948



number of reporting days in February. The drop of 11,300 in Massachusetts reflected the large volume that had been received in January as a result of seasonal lay-offs, particularly in construction and retail trade. In Pennsylvania the decrease of 10,800 was due to improved weather conditions that halted lay-offs caused by the shortage of gas for industrial use. Workers were recalled who had been temporarily laid off by the textile, apparel, and steel industries and the anthracite mines, and by establishments taking inventory in early January.

The drop of 8,700 in Illinois more than offset the January rise of 1,400. Despite the decline, however, lay-offs

Table 1.—Summary of unemployment insurance operations, February 1948

Item	Number or amount	Percentage change from—	
		January 1948	February 1947
Initial claims.....	899,481	-7.0	+23.0
New.....	555,502	-8.8	+15.7
Additional.....	345,919	-3.9	+38.8
Continued claims.....	4,242,480	+5.0	-5.5
Waiting-period ¹	524,321	+3.3	+12.1
Compensable.....	3,718,168	+5.7	-7.5
Weeks compensated.....	3,383,307	+6.8	-9.3
Total unemployment.....	3,196,000	+1.7	-10.2
Other than total unemployment ²	187,307	-12.4	+8.1
First payments.....	349,509	+10.0	-2.4
Exhaustions.....	110,548	+16.4	+5.1
Weekly average beneficiaries.....	849,121	+9.3	-6.8
Benefits paid ³	\$60,729,753	+2.7	-7.9
Benefits paid since first payable ⁴	\$4,610,136,065		
Funds available as of Feb. 29 ⁵	\$7,370,820,393	+7.7	+6.3

¹ Excludes Maryland, which has no provision for filing waiting-period claims.

² Includes estimate for New York.

³ Excludes Montana, which has no provision for payment of other than total unemployment.

⁴ Gross; not adjusted for voided benefit checks.
⁵ Net; adjusted for voided benefit checks. Includes Rhode Island through January 1948.

⁶ Includes Rhode Island as of Jan. 31, 1948.

were reported in construction, food and meat-packing and general wholesale distribution industries (mail-order houses). In Maryland, the cessation of temporary lay-offs, which were general throughout the State

during January, accounted for the decline of 5,600. All other declines in initial claims were below 5,000 and, for the most part, reflected the high volumes received in January.

Insured unemployment during the

week ended February 14, 1948, represented 3.7 percent of average monthly covered employment. The ratio was 3.3 percent in January, 2.6 percent in December, and 4.0 percent in February 1947. Only Florida, Illinois,

Table 2.—Initial claims received in local offices, by State, February 1948

[Data reported by State agencies; corrected to Mar. 16, 1948]

Region and State	Total			New		
	All claimants	Amount of change from—		Women claimants	All claimants	Women claimants
		January 1948	February 1947			
Total.....	899,481	-67,509	+168,039	303,913	553,562	178,020
Region I:						
Connecticut.....	9,339	-2,596	+796	3,811	6,899	2,532
Maine.....	4,151	-1,533	+150	1,427	2,182	559
Massachusetts.....	28,371	-11,292	-192	10,802	15,117	5,163
New Hampshire.....	3,255	-448	+413	1,208	1,766	572
Rhode Island.....	5,677	-1,148	+271	2,146	3,306	1,217
Vermont.....	1,284	-129	+443	431	906	262
Region II-III:						
Delaware.....	1,447	-559	-383	408	1,198	328
New Jersey.....	36,908	-12,725	+2,688	13,335	23,688	7,840
New York.....	161,252	-35,528	+17,384	72,298	54,762	21,381
Pennsylvania.....	70,053	-10,794	-14,109	18,677	44,737	12,245
Region IV:						
District of Columbia.....	2,585	-625	+414	795	2,528	770
Maryland.....	11,744	-5,591	+3,414	2,667	8,204	3,509
North Carolina.....	12,779	+2,229	+3,355	5,530	9,087	4,143
Virginia.....	10,571	+3,510	+4,823	1,804	9,592	2,401
West Virginia.....	11,994	+2,273	+1,725	2,645	10,876	2,401
Region V:						
Kentucky.....	9,098	+1,450	+3,131	3,563	7,661	2,766
Michigan.....	102,797	+45,684	+70,604	19,872	58,754	11,790
Ohio.....	27,478	-3,370	+3,816	9,213	22,031	7,114
Region VI:						
Illinois.....	37,285	-8,706	+3,060	15,498	22,955	9,463
Indiana.....	23,976	-4,414	+9,768	7,577	13,095	4,190
Wisconsin.....	10,482	-2,032	+4,493	3,650	7,283	2,134
Region VII:						
Alabama.....	9,034	-44	+1,203	1,921	7,696	1,623
Florida.....	8,904	-2,465	+1,468	2,978	7,188	2,250
Georgia.....	7,433	-179	-734	3,064	5,513	2,161
South Carolina.....	5,412	+795	+2,112	917	4,624	769
Tennessee.....	6,503	+1,463	+2,955	1,389	4,885	908
Region VIII:						
Iowa.....	10,707	-1,759	+142	1,521	3,476	1,283
Minnesota.....	8,242	-2,783	+1,929	2,611	6,639	2,091
Nebraska.....	6,648	-995	-365	702	1,653	557
North Dakota.....	648	-256	+43	160	559	138
South Dakota.....	663	-296	+237	258	604	232
Region IX:						
Arkansas.....	10,330	+2,617	+5,501	1,367	9,090	1,145
Kansas.....	5,362	-813	+994	1,525	4,208	1,237
Missouri.....	19,184	-3,595	-1,269	6,080	13,025	3,902
Oklahoma.....	6,836	-541	+132	1,973	5,790	1,715
Region X:						
Louisiana.....	11,816	+801	+2,763	2,383	9,915	1,997
New Mexico.....	1,255	-153	+214	304	1,041	270
Texas.....	13,958	+931	-547	4,014	12,199	3,508
Region XI:						
Colorado.....	3,337	-688	+1,347	1,073	2,021	596
Idaho.....	1,967	-540	+135	655	1,459	433
Montana.....	1,968	-1,095	+328	485	1,625	427
Utah.....	2,371	-918	+479	689	1,624	505
Wyoming.....	723	-248	+76	207	622	190
Region XII:						
Arizona.....	2,848	-304	+231	892	2,358	776
California.....	138,645	-2,423	+30,501	58,123	91,437	42,252
Nevada.....	1,259	-408	+72	413	977	350
Oregon.....	10,064	-2,203	-126	2,484	6,115	1,682
Washington.....	19,438	-3,978	+1,807	4,587	10,722	2,769
Regions XIII and XIV:						
Alaska.....	573	-456	+341	167	438	136
Hawaii.....	741	-229	+485	207	576	177

¹ Since Wisconsin has no provision for a benefit year, a new claim is a claim requiring a determination of benefit amount and duration, as well as eligibility for benefits, on a per employer basis.

² Data estimated by State agency.

Table 3.—Continued claims¹ received in local offices, by State February 1948

[Data reported by State agencies; corrected to Mar. 16, 1948]

Region and State	Total ²			Compensable		
	All claimants	Amount of change from—		Women claimants	All claimants	Women claimants
		January 1948	February 1947			
Total.....	4,242,489	+201,936	-244,934	1,547,727	3,718,168	1,364,287
Region I:						
Connecticut.....	32,335	+1,191	-9,969	11,758	25,885	9,468
Maine.....	32,308	-607	-2,087	13,001	30,658	12,572
Massachusetts.....	202,900	-3,895	-17,772	69,625	187,710	64,450
New Hampshire.....	17,363	+1,502	+6,083	7,134	15,922	6,585
Rhode Island.....	39,036	-3,191	+10,420	12,387	35,980	11,224
Vermont.....	8,011	+1,123	+3,096	2,657	7,269	2,446
Region II-III:						
Delaware.....	8,297	+1,476	-2,468	1,776	7,448	1,595
New Jersey.....	242,693	+5,784	+3,101	92,819	219,553	84,132
New York.....	725,437	-57,884	-40,813	308,638	612,123	259,622
Pennsylvania.....	314,835	+20,046	-43,546	57,448	275,051	77,774
Region IV:						
District of Co.....	16,838	+1,518	-1,931	6,235	15,386	5,878
Jumbia.....	58,484	+4,802	+6,863	18,048	58,484	18,048
Maryland.....	55,067	+7,858	+11,841	28,563	46,974	25,440
North Carolina.....	37,333	+12,405	+7,735	10,510	31,550	9,706
Virginia.....	57,210	+15,911	-3,102	12,265	55,108	11,713
West Virginia.....	42,992	+8,795	+1,150	14,749	38,053	12,595
Region V:						
Kentucky.....	239,765	+61,999	+16,813	59,785	204,614	52,722
Michigan.....	160,515	+21,046	+28,791	57,815	120,817	44,049
Region VI:						
Illinois.....	248,131	-9,561	-28,619	105,928	231,957	99,512
Indiana.....	84,790	+16,976	+31,313	29,706	72,845	26,019
Wisconsin.....	39,230	+1,092	+7,120	14,779	32,374	12,297
Region VII:						
Alabama.....	45,407	+1,172	-4,182	12,853	39,585	11,776
Florida.....	45,949	-5,704	-2,804	17,679	42,260	16,680
Georgia.....	37,506	+617	-11,167	17,991	29,693	14,628
South Carolina.....	28,018	+7,203	+2,307	6,519	21,913	5,559
Mississippi.....	17,062	+3,418	+1,553	5,250	13,902	4,597
Tennessee.....	81,780	+14,847	-7,205	29,005	74,218	26,934
Region VIII:						
Iowa.....	26,425	+2,898	-964	11,015	23,595	9,761
Minnesota.....	32,083	+9,536	+4,546	8,984	26,122	7,189
Nebraska.....	9,964	+758	-2,739	2,809	7,752	2,220
North Dakota.....	4,532	+669	-1,183	1,040	4,153	962
South Dakota.....	4,510	+1,116	+715	1,739	3,984	1,520
Region IX:						
Arkansas.....	44,593	+10,364	+3,074	8,358	37,823	7,479
Kansas.....	32,248	+5,188	-3,529	9,951	29,337	9,162
Missouri.....	109,697	-9,748	-33,653	36,801	97,262	32,407
Oklahoma.....	26,882	+4,235	-12,014	8,138	23,121	6,976
Region X:						
Louisiana.....	43,803	+11,298	-776	10,297	36,351	8,823
New Mexico.....	6,833	+1,177	+980	1,692	6,250	1,565
Texas.....	37,553	+6,302	-15,917	11,259	28,513	8,916
Region XI:						
Colorado.....	12,760	+2,641	+2,063	4,185	9,484	3,157
Idaho.....	16,283	+1,110	+786	4,548	14,980	4,135
Montana.....	15,939	+3,203	+923	4,440	13,438	3,805
Utah.....	18,270	+2,687	+1,027	5,563	16,874	5,140
Wyoming.....	3,884	+1,140	+373	974	2,951	738
Region XII:						
Arizona.....	13,431	+937	-347	5,293	12,619	5,026
California.....	640,175	+5,742	-90,475	285,437	567,195	250,992
Nevada.....	7,719	+1,001	+1,682	2,880	7,182	2,682
Oregon.....	66,600	-6,025	-14,181	22,566	62,118	21,278
Washington.....	140,434	-3,629	-52,238	42,064	132,048	39,887
Regions XIII and XIV:						
Alaska.....	4,697	+18	+2,032	1,247	4,271	1,102
Hawaii.....	3,882	-180	+2,160	1,504	3,413	1,374

¹ In some States 1 claim covers more than 1 week.

² Includes waiting-period claims except in Maryland, which has no provision for filing such claims.

Maine, and Massachusetts reported that ratios were lower for February than for January. In 12 States the ratio went up a full percentage point; of the 12, only Michigan and Tennes-

see are large industrial States. In Arkansas, California, Idaho, Nevada, Oklahoma, Oregon, Tennessee, and Washington the ratio was 5 percent or over. Washington's 7.6 percent, Cali-

fornia's 7.0 percent, and Oregon's 6.6 percent were the highest in the Nation. These three States also had the highest ratio in February 1947. In Colorado, Georgia, Texas, and Wis-

Table 4.—Number of individuals¹ compensated during weeks ended in February 1948 and number of weeks compensated and amount of benefits paid in February 1948, by State

[Data reported by State agencies; corrected to Mar. 16, 1948]

Region and State	All types of unemployment							Total unemployment			
	Individuals compensated during weeks ended—				Weeks compensated		Benefits paid ²	Weeks compensated	Benefits paid ²	Average weekly payment	
	Feb. 7	Feb. 14	Feb. 21	Feb. 28	Number	Amount of change from—					
						January 1948					February 1947
Total	819,876	770,864	969,944	835,801	3,383,307	+27,235	-347,223	\$60,729,753	\$ 3,196,000	\$58,217,000	\$18.22
Region I:											
Connecticut	10,440	8,525	11,131	9,017	39,116	-3,966	+6,201	778,915	37,647	759,597	20.18
Maine	8,108	7,150	6,643	7,513	29,414	-1,497	-1,693	391,645	27,145	367,451	13.54
Massachusetts	44,214	44,190	45,561	42,395	176,360	-1,811	-10,339	3,852,489	163,645	3,722,241	22.75
New Hampshire	3,234	3,483	3,241	2,984	12,942	-870	+4,035	194,733	11,903	186,491	15.67
Rhode Island	9,190	8,968	9,422	7,709	35,309	-2,114	+9,023	740,220	33,865	723,278	21.36
Vermont	1,494	1,458	1,991	1,682	6,625	+978	+3,425	110,900	6,375	108,400	17.01
Region II-III:											
Delaware	1,704	1,665	2,005	1,982	7,356	+2,075	-1,237	112,502	7,017	109,484	15.69
New Jersey	47,524	44,565	56,931	58,113	207,133	-18,523	-21,624	3,981,822	197,804	3,877,000	19.60
New York	147,975	132,396	184,119	141,491	605,981	-99,955	-43,257	11,536,184	(4)	(4)	(4)
Pennsylvania	58,624	50,507	61,514	53,580	224,225	-20,823	-50,292	3,865,146	219,342	3,815,206	17.39
Region IV:											
District of Columbia	3,723	4,302	4,620	3,625	16,279	+1,555	+2,916	276,035	16,056	272,179	16.95
Maryland	13,223	13,497	14,988	12,910	54,303	+5,071	-1,891	937,591	49,797	891,802	17.91
North Carolina	8,573	7,470	10,913	10,551	37,507	-635	+7,190	412,702	36,039	401,014	11.13
Virginia	5,674	6,306	7,903	8,887	28,770	+7,527	+4,185	351,156	27,908	354,008	12.98
West Virginia	6,572	8,197	12,529	12,827	40,125	+12,588	-3,642	587,456	22,853	349,177	15.28
Region V:											
Kentucky	8,066	8,115	4,586	8,205	28,972	+1,288	-531	322,286	28,627	319,885	11.17
Michigan	44,902	50,929	63,236	50,674	217,841	+101,148	+46,676	4,267,452	292,302	4,115,914	20.35
Ohio	29,202	20,786	29,971	25,009	98,968	+5,704	+15,452	1,735,199	95,382	1,698,308	17.81
Region VI:											
Illinois	48,213	37,480	59,736	45,744	191,182	-17,731	-25,165	3,410,024	175,428	3,230,908	18.42
Indiana	19,779	8,858	16,425	8,789	52,851	+3,712	+9,613	893,515	49,245	858,169	17.43
Wisconsin	6,593	6,617	8,304	7,006	28,520	+2,093	+3,842	488,417	24,300	429,826	17.69
Region VII:											
Alabama	9,919	7,382	11,571	7,754	36,626	-6,963	-6,009	531,203	35,550	523,184	14.72
Florida	6,106	5,531	5,932	6,351	23,920	-7,845	-1,630	328,097	22,897	319,048	13.93
Georgia	6,039	6,655	6,491	7,023	26,208	-2,626	-9,974	352,084	25,595	346,303	13.53
Mississippi	3,577	4,175	4,309	4,489	16,542	+3,029	+3,147	205,886	15,815	198,959	12.58
South Carolina	4,300	4,236	4,555	4,049	17,110	-600	+5,115	244,601	16,695	240,904	14.43
Tennessee	15,836	10,362	18,594	14,235	59,127	-9,441	-4,993	781,412	57,118	703,655	13.37
Region VIII:											
Iowa	4,563	4,722	5,724	5,587	20,596	+5,067	+418	314,138	18,777	295,701	15.75
Minnesota	9,178	8,274	12,752	11,179	41,343	+9,510	+5,885	623,975	39,930	604,632	15.14
Nebraska	2,015	2,019	2,404	2,440	8,878	+2,521	-2,620	133,602	8,036	124,559	15.50
North Dakota	1,015	969	1,001	900	3,215	+755	-3,392	56,445	2,814	51,060	18.14
South Dakota	825	385	1,226	614	3,050	+805	+1,261	48,140	2,814	45,195	16.06
Region IX:											
Arkansas	6,015	7,139	7,476	8,422	29,052	+4,575	+5,334	437,178	27,086	423,145	15.62
Kansas	5,959	5,967	6,480	6,378	24,784	+3,616	-8,114	372,467	23,462	359,446	15.32
Missouri	17,822	15,242	23,041	18,938	75,043	+4,021	-27,883	1,199,706	72,666	1,180,774	16.25
Oklahoma	7,155	7,926	7,779	8,727	31,587	+2,106	-8,603	507,664	30,361	494,899	16.30
Region X:											
Louisiana	8,587	7,342	11,074	6,892	33,805	-1,462	-6,440	476,380	32,474	463,272	14.27
New Mexico	956	1,057	1,055	1,235	4,294	+1,071	+1,149	69,272	4,262	68,140	16.22
Texas	7,332	8,392	8,630	9,692	34,046	+4,768	-19,088	465,880	32,278	450,250	13.95
Region XI:											
Colorado	1,779	1,313	2,344	1,824	7,260	+1,435	+838	111,637	7,022	109,111	15.54
Idaho	2,655	2,789	3,198	3,596	12,238	+1,917	+4,261	224,809	11,893	220,375	18.53
Montana	2,520	2,704	3,520	2,946	11,690	+3,125	+2,681	186,521	11,690	186,521	15.96
Utah	3,349	3,016	4,616	3,590	14,571	+1,294	-501	329,631	13,715	316,304	23.06
Wyoming	570	475	997	677	2,719	+1,028	+536	50,945	2,617	49,542	18.93
Region XII:											
Arizona	1,565	1,317	1,906	1,586	6,374	+435	+251	117,632	6,161	114,250	18.54
California	125,167	128,011	139,737	129,290	509,050	+45,390	-137,083	9,888,908	485,714	9,448,544	19.45
Nevada	1,253	1,593	1,684	1,397	5,967	+269	+1,575	118,883	5,771	116,111	20.12
Oregon	13,731	11,416	16,351	13,450	54,958	-5,320	-8,371	907,074	52,882	885,506	16.74
Washington	28,827	23,544	37,161	29,696	119,228	-11,860	-74,799	2,146,057	115,120	2,085,779	18.12
Regions XIII and XIV:											
Alaska	1,302	1,984	1,969	1,805	7,060	+1,478	+3,535	163,740	6,831	160,431	23.49
Hawaii	742	724	875	755	3,097	-680	+990	56,997	2,755	54,510	19.79

¹ The number of individuals is assumed to be identical with the number of weeks compensated, which may result in a slight overstatement of the number of individuals.

² Gross; not adjusted for voided benefit checks and transfers under interstate combined-wage plan.

³ Includes estimate for total unemployment in New York.

⁴ Data not received.

consin, on the other hand, the ratios were below 2 percent.

Benefits paid unemployed workers have increased in each of the 3 months since November 1947, when a postwar

Table 5.—Ratio of State insured unemployment¹ in week ended Feb. 14, 1948, to average covered employment in 1946

Region and State	Insured unemployment ¹	Average covered employment ² (in thousands)	Ratio (percent) of insured unemployment to covered employment
Total.....	1,113,722	30,109.3	3.7
Region I:			
Connecticut.....	16,208	593.3	2.7
Maine.....	8,164	167.2	4.9
Massachusetts.....	51,386	1,413.8	3.6
New Hampshire.....	4,406	126.0	3.5
Rhode Island.....	10,076	231.0	4.4
Vermont.....	2,087	61.4	3.4
Region II-III:			
Delaware.....	2,340	83.3	2.8
New Jersey.....	57,803	1,221.7	4.7
New York.....	185,159	4,087.4	4.5
Pennsylvania.....	82,346	2,826.6	2.9
Region IV:			
Dist. of Columbia.....	4,840	210.0	2.3
Maryland.....	15,145	521.2	2.9
North Carolina.....	14,308	584.9	2.4
Virginia.....	9,796	451.1	2.2
West Virginia.....	13,192	346.9	3.8
Region V:			
Kentucky.....	11,140	333.4	3.3
Michigan.....	66,118	1,430.5	4.6
Ohio.....	41,907	2,017.4	2.1
Region VI:			
Illinois.....	55,571	2,232.4	2.5
Indiana.....	21,640	803.5	2.7
Wisconsin.....	10,729	667.8	1.6
Region VII:			
Alabama.....	11,679	380.0	3.1
Florida.....	11,471	354.8	3.2
Georgia.....	9,446	486.1	1.9
Mississippi.....	7,236	169.5	4.3
South Carolina.....	6,546	279.5	2.3
Tennessee.....	24,195	461.8	5.2
Region VIII:			
Iowa.....	6,674	310.1	2.2
Minnesota.....	14,004	503.2	2.8
Nebraska.....	3,067	144.1	2.1
North Dakota.....	1,117	34.9	3.2
South Dakota.....	1,102	43.0	2.6
Region IX:			
Arkansas.....	11,406	157.0	5.8
Kansas.....	8,480	208.7	4.1
Missouri.....	26,720	722.1	3.7
Oklahoma.....	11,923	237.6	5.0
Region X:			
Louisiana.....	17,314	379.5	4.6
New Mexico.....	1,642	72.2	2.3
Texas.....	14,127	1,016.1	1.4
Region XI:			
Colorado.....	3,108	175.2	1.8
Idaho.....	4,077	76.7	5.3
Montana.....	4,046	83.2	4.9
Utah.....	5,015	106.3	4.7
Wyoming.....	908	40.2	2.1
Region XII:			
Arizona.....	3,367	88.3	3.8
California.....	163,292	2,322.8	7.0
Nevada.....	1,997	36.9	5.4
Oregon.....	18,673	284.0	6.6
Washington.....	36,667	479.9	7.6

¹ Represents estimated number of continued claims for unemployment in the week in which the 8th of the month falls.

² Average number of workers in covered employment in the pay period of each type (weekly, semi-monthly, etc.) ending nearest the 15th of each month; corrected to Jan. 15, 1948.

low of \$41.7 million was paid out. In February these benefits totaled \$60.7 million—\$1.6 million more than in January, but \$5.2 million less than in February 1947. Thirty-three States reported an increase, which amounted to more than 30 percent in 11 States. Delaware, Michigan, Nebraska, West Virginia, and Wyoming had increases of more than 40 percent. Michigan's total jumped from \$2,014,100 to \$4,267,500. Except for the decrease from \$433,000 to \$328,100 in Florida, all the declines were relatively small. New York's expenditures dropped \$1.9 million, but that amount represented a decline of only 14 percent.

Time Lapse in Benefit Payments, October-December 1947

Intrastate benefits were paid more promptly during the last quarter of 1947 than in July-September, and interstate first payments also showed a slight improvement. Interstate sec-

ond and subsequent payments, however, were made less promptly. The volume of payments in all categories dropped to new postwar lows.

As a group, the States taking claims weekly have consistently issued checks more promptly than those taking them biweekly. In all 4 quarters of 1947, the relative number of payments made within 2 weeks was 20-25 percentage points higher, on the average, for weekly than for biweekly claims. During October-December, 22 percent of all intrastate payments were based on biweekly claims. All interstate claims were taken on a weekly basis.

Though all but 11 of the States making intrastate first payments based on weekly claims paid more than 80 percent within 2 weeks, the average for the States in this group was only 83 percent, primarily because of the lower proportions in Michigan and Pennsylvania, where the volume of such payments was substantial.

Table 6.—Time elapsed in the issuance of intrastate benefit payments for total unemployment based on claims taken at biweekly intervals, 26 States, October-December 1947¹

[Data reported by State agencies; corrected to Feb. 13, 1948]

State	First payments			Second and subsequent payments			Bi-weekly claims as percent of total intra-state claims
	Number	Percent of payments issued—		Number	Percent of payments issued—		
		Within 2 weeks	In 6 weeks or more		Within 2 weeks	In 6 weeks or more	
Total.....	130,253	57.9	10.3	1,524,661	74.0	5.3	70.8
Calendar week ²	25,902	54.5	6.3	302,197	63.8	2.9	53.8
Arkansas.....	4,472	81.8	2.1	32,261	73.5	1.9	100.0
Connecticut.....	7,351	21.8	12.0	79,282	64.5	3.6	100.0
Kansas.....	342	80.4	3.2	4,484	71.3	1.5	16.5
New Hampshire.....	21	61.9	4.8	237	48.5	4.2	1.0
Oklahoma.....	3,570	87.4	1.9	48,186	88.6	.7	100.0
Tennessee.....	9,032	52.6	5.8	131,204	52.0	3.8	100.0
Vermont.....	44	75.0	11.4	350	78.0	2.6	4.1
Washington.....	1,070	61.7	3.3	6,193	57.5	.6	3.2
Flexible week ³	104,351	58.8	11.3	1,222,464	76.5	5.8	76.8
Alabama.....	11	81.8	0	174	92.0	2.3	.2
Arizona.....	42	83.3	4.8	434	85.5	1.6	3.6
Georgia.....	1,369	72.6	3.7	20,501	89.8	1.4	28.6
Idaho.....	522	60.0	2.1	1,513	84.9	3.0	24.3
Illinois.....	31,272	60.1	13.1	374,853	73.5	5.2	100.0
Kentucky.....	1,142	59.2	16.7	15,252	66.2	7.1	25.7
Louisiana.....	5,973	83.5	8.2	71,253	85.7	4.1	100.0
Maryland.....	34	88.2	5.9	110	99.1	0	.2
Minnesota.....	3,106	59.9	2.2	36,287	80.7	1.2	100.0
Missouri.....	12,017	56.7	11.7	142,508	79.3	2.2	100.0
Nebraska.....	410	83.9	2.9	4,321	93.9	.9	61.5
New Jersey.....	40,160	50.2	12.4	464,145	73.2	9.0	100.0
New Mexico.....	28	57.1	3.6	183	55.2	6.6	5.4
North Carolina.....	12	33.3	0	392	77.6	0	.6
South Carolina.....	3,531	77.0	4.0	37,829	86.4	1.7	100.0
Virginia.....	878	85.2	1.3	8,323	90.9	.9	24.1
West Virginia.....	3,780	73.3	9.4	44,209	92.6	3.2	100.0
Wyoming.....	34	70.6	2.9	177	83.6	1.7	15.4

¹ Represents number of weeks elapsed between the end of the benefit period and the date of payment. Includes intrastate benefit payments only from States which have a 1-week benefit period and which take all or a part of their claims on a biweekly basis.

² A calendar week is a period of 7 consecutive days, uniform for all claimants, usually ending on Saturday.

³ A flexible week is a period of 7 consecutive days, beginning on the date a claim is filed.

Eight of the 11 States taking all intrastate claims biweekly made a greater percentage of their first payments within 2 weeks than they had in the preceding quarter. In Connecticut, which recently switched to biweekly reporting, only 22 percent

of these payments were made within 2 weeks. The national average (58 percent) was influenced by the fact that New Jersey, which accounted for a third of all payments of this type, paid only 50 percent within 2 weeks. Sixty-eight percent of all payments

made in the Nation during October-December were intrastate second and subsequent payments based on claims taken weekly. Ninety-three percent of these payments were made within 2 weeks—the highest proportion since these data first became available in

Table 7.—Time elapsed in the issuance of intrastate benefit payments for total unemployment based on claims taken at weekly intervals, 40 States, October-December 1947¹

[Data reported by State agencies; corrected to Feb. 13, 1948]

State	First payments			Second and subsequent payments		
	Number	Percent of payments issued—		Number	Percent of payments issued—	
		Within 2 weeks	In 6 weeks or more		Within 2 weeks	In 6 weeks or more
Total.....	424,415	83.0	5.1	5,372,750	93.0	2.3
Calendar week ²	206,283	83.7	5.1	3,083,961	93.4	2.1
District of Columbia.....	2,296	76.3	6.1	31,207	76.9	3.2
Indiana.....	6,613	90.4	2.1	65,167	96.7	1.1
Kansas.....	2,642	91.4	3.3	21,788	93.9	2.3
Maine.....	2,690	79.5	2.4	35,723	95.3	.8
Massachusetts.....	29,404	83.7	3.8	353,756	94.5	2.9
Nevada.....	861	93.5	1.0	7,649	96.1	.4
New Hampshire.....	1,602	85.9	4.7	23,235	96.8	.8
New York.....	99,528	82.2	6.8	1,911,932	92.9	2.3
Ohio.....	15,399	79.3	6.5	187,899	91.3	3.3
Oregon.....	10,843	84.9	1.0	86,387	96.9	.7
Rhode Island.....	6,855	91.8	1.0	97,227	97.1	.7
Utah.....	2,375	79.6	1.6	17,149	98.0	.8
Vermont.....	714	78.7	4.1	8,408	94.3	1.5
Washington.....	21,031	86.3	1.2	201,904	95.5	.6
Wisconsin.....	3,430	84.1	2.8	34,530	95.2	1.1
Flexible week ⁴	218,132	82.3	5.1	2,288,789	92.5	2.5
Alabama.....	6,627	87.9	2.9	92,847	96.7	1.4
Alaska.....	644	92.2	.5	2,732	94.4	.4
Arizona.....	1,432	85.4	12.6	11,239	91.6	7.3
California.....	93,848	88.5	3.8	1,038,605	95.4	2.1
Colorado.....	833	93.9	1.9	7,315	95.9	.9
Delaware.....	892	90.1	4.4	7,827	85.6	12.5
Florida.....	5,967	82.9	5.6	78,617	93.6	2.3
Georgia.....	3,742	90.8	2.9	50,962	97.0	1.0
Hawaii.....	826	42.3	.4	5,178	62.7	.2
Idaho.....	1,162	77.5	3.9	5,161	87.8	2.2
Iowa.....	1,699	79.6	5.7	18,990	93.3	2.6
Kentucky.....	3,276	66.6	19.6	44,194	84.8	6.6
Maryland.....	8,153	93.9	3.3	69,506	94.6	3.9
Michigan.....	28,688	72.2	9.5	262,636	85.1	5.6
Mississippi.....	2,528	93.1	2.1	24,843	96.6	.9
Montana.....	1,066	97.9	.8	8,169	98.1	.5
Nebraska.....	319	84.6	1.9	2,643	89.6	1.5
New Mexico.....	534	83.0	5.4	3,136	91.7	2.8
North Carolina.....	5,598	80.4	2.1	59,458	93.9	.7
North Dakota.....	163	92.0	1.2	785	93.9	2.2
Pennsylvania.....	40,771	70.6	5.9	440,940	88.4	1.9
South Dakota.....	275	92.0	.4	1,123	97.2	.6
Texas.....	5,544	82.1	6.2	25,094	94.2	2.0
Virginia.....	3,373	95.4	.9	25,681	98.1	.6
Wyoming.....	132	90.9	0	1,026	98.0	0

¹ Represents number of weeks elapsed between the end of the benefit period and the date of payment. Includes intrastate benefit payments only from States which take claims on a weekly basis and from Texas, where claims are filed in each week following the statutory 2-week benefit period.

² A calendar week is a period of 7 consecutive days, uniform for all claimants, usually ending on Saturday.

³ Since Wisconsin State law does not provide for a benefit year, figure represents number of first payments in connection with each spell of unemployment.

⁴ A flexible week is a period of 7 consecutive days, beginning on the date a claim is filed.

Table 8.—Time elapsed in the issuance of interstate benefit payments for all types of unemployment, by State, October-December 1947¹

[Data reported by State agencies; corrected to Feb. 13, 1948]

State	First payments			Second and subsequent payments		
	Number	Percent of payments issued—		Number	Percent of payments issued—	
		Within 2 weeks	In 6 weeks or more		Within 2 weeks	In 6 weeks or more
Total.....	29,626	40.1	15.4	366,814	47.3	7.9
Calendar week ²	11,646	37.6	11.8	169,431	45.5	6.0
Arkansas.....	157	77.7	2.5	2,210	44.0	7.4
Connecticut.....	766	28.9	17.2	8,271	63.4	8.1
District of Columbia.....	386	9.3	16.6	4,693	12.0	10.7
Indiana.....	286	54.9	14.0	2,894	58.3	11.3
Kansas.....	491	74.9	3.9	5,870	54.1	2.4
Maine.....	114	51.8	9.6	1,354	85.0	4.2
Massachusetts.....	663	34.4	26.8	6,714	57.8	17.9
Nevada.....	252	77.4	1.6	2,487	80.1	.8
New Hampshire.....	252	73.0	1.2	3,298	95.4	.5
New York.....	4,009	21.6	11.0	81,135	31.5	4.5
Ohio.....	728	35.3	18.9	10,710	59.4	9.8
Oklahoma.....	290	63.4	5.5	4,117	76.2	3.7
Oregon.....	701	49.4	3.7	5,791	66.4	3.4
Rhode Island.....	405	69.6	5.9	4,731	82.5	2.8
Tennessee.....	621	53.3	12.6	7,687	61.8	10.2
Utah.....	143	32.9	10.5	1,628	46.4	5.0
Vermont.....	68	45.6	10.3	906	81.9	3.5
Washington.....	1,115	32.3	12.0	13,125	37.7	6.6
Wisconsin.....	199	51.3	19.6	1,810	73.3	7.8
Flexible week ⁴	17,989	41.8	17.7	197,353	48.8	9.4
Alabama.....	243	69.1	7.0	3,609	79.9	3.4
Alaska.....	365	75.9	.8	1,786	76.5	1.0
Arizona.....	267	71.9	7.9	2,141	76.3	5.8
California.....	4,069	36.0	11.2	53,093	43.0	7.7
Colorado.....	165	65.5	3.6	1,640	68.0	2.8
Delaware.....	110	66.4	8.2	929	88.7	3.1
Florida.....	864	68.4	10.6	7,784	73.1	6.0
Georgia.....	325	68.9	6.8	4,468	83.7	2.5
Hawaii.....	57	33.3	0	623	37.4	1.8
Idaho.....	220	66.8	5.9	1,189	70.1	5.0
Illinois.....	3,261	7.1	34.6	41,461	8.8	15.4
Iowa.....	92	56.5	12.0	786	71.0	7.1
Kentucky.....	291	16.2	30.2	3,220	20.4	16.8
Louisiana.....	137	84.7	2.9	2,488	86.1	1.9
Maryland.....	691	37.9	46.6	4,200	66.5	19.9
Michigan.....	838	33.9	36.0	8,853	46.1	18.9
Minnesota.....	134	58.2	4.5	1,253	62.8	4.1
Mississippi.....	216	71.3	5.6	2,023	78.3	3.5
Missouri.....	857	33.7	16.7	9,161	60.2	5.2
Montana.....	119	90.8	0	817	91.7	0
Nebraska.....	122	68.0	13.1	1,029	80.1	5.0
New Jersey.....	1,367	51.2	18.2	16,445	68.9	10.7
New Mexico.....	142	62.7	13.4	969	63.9	5.3
North Carolina.....	362	50.5	6.6	4,066	73.5	2.7
North Dakota.....	26	80.8	11.5	169	74.0	18.3
Pennsylvania.....	1,191	59.6	7.1	13,133	68.6	6.9
South Carolina.....	147	54.4	8.2	1,535	81.4	4.3
South Dakota.....	47	85.1	0	283	83.4	0
Texas.....	471	48.6	10.0	1,654	57.1	4.7
Virginia.....	456	73.2	6.6	3,509	84.8	2.5
West Virginia.....	235	34.0	17.0	2,491	74.8	10.9
Wyoming.....	93	82.8	0	546	81.5	.9

¹ Represents number of weeks elapsed between the end of the benefit period and the date of payment. Includes all interstate benefit payments regardless of the frequency of claims-taking within the State.

² A calendar week is a period of 7 consecutive days, uniform for all claimants, usually ending on Saturday.

³ Since Wisconsin State law does not provide for a benefit year, figure represents number of first payments in connection with each spell of unemployment.

⁴ A flexible week is a period of 7 consecutive days, beginning on the date a claim is filed.

July-September 1946. Thirty-two of the 40 States that were wholly or partly on a weekly claims-taking basis made 90 percent or more of their payments within 2 weeks. The volume of

intrastate second and subsequent payments based on claims taken biweekly dropped to 1.5 million—or about one-third. Increases in the proportions paid within 2 weeks in Illinois and

New Jersey, where more than half the payments were made, were chiefly responsible for the rise in the national proportion from 66 percent to 74 percent.

Table 9.—Number of lower and higher appeals authority decisions and percent of cases disposed of within 30 and 90 days, by State, July-September 1947

[Data reported by State agencies; corrected to Dec. 11, 1947]

Region and State	Lower appeals authority ¹		Higher appeals authority ¹	
	Number of decisions	Percent of cases disposed of within—		Percent of cases disposed of within—
		30 days	90 days	30 days 90 days
Total.....	40,932	7.9	56.0	7.325 7.2 47.4
Region I:				
Connecticut.....	640	25.3	74.3	18 94.4 100.0
Maine.....	244	32.4	98.8	
Massachusetts.....	2,682	(7)	4.1	
New Hampshire.....	122	1.6	95.1	
Rhode Island.....	321	99.7	100.0	34 82.4 100.0
Vermont.....	52	0	76.9	0 0 0
Region II-III:				
Delaware.....	99	9.1	82.8	10 90.0 100.0
New Jersey.....	3,208	.2	49.3	2,957 3.1 26.6
New York.....	2,914	.4	76.7	464 .2 39.6
Pennsylvania.....	2,513	11.9	80.9	638 .8 89.3
Region IV:				
District of Columbia.....	25	92.0	96.0	0 0 0
Maryland.....	1,921	26.0	83.8	231 1.3 95.2
North Carolina.....	825	15.4	81.6	102 43.1 100.0
Virginia.....	113	26.5	83.2	19 47.4 100.0
West Virginia.....	913	2.8	82.9	326 5.5 89.9
Region V:				
Kentucky.....	435	.2	16.6	7 28.6 71.4
Michigan.....	7,744	.3	17.7	505 0 30.3
Ohio.....	1,934	1.0	64.4	141 0 66.7
Region VI:				
Illinois.....	1,867	8.5	77.4	403 20.8 82.4
Indiana.....	390	5.6	70.5	20 10.0 95.0
Wisconsin.....	118	1.7	89.8	43 55.8 65.1
Region VII:				
Alabama.....	471	1.1	84.7	105 0 15.2
Florida.....	186	.5	68.3	16 12.5 43.8
Georgia.....	589	19.1	92.4	27 37.0 96.3
Mississippi.....	64	78.1	96.9	8 0 75.0
South Carolina.....	267	49.1	96.3	34 88.2 100.0
Tennessee.....	594	2.3	74.2	242 5.0 32.2
Region VIII:				
Iowa.....	300	17.0	69.3	20 5.0 90.0
Minnesota.....	342	12.0	78.7	30 13.3 80.0
Nebraska.....	86	17.4	76.7	
North Dakota.....	18	11.1	61.1	0 0 0
South Dakota.....	21	0	38.1	
Region IX:				
Arkansas.....	109	31.2	89.0	38 2.6 10.5
Kansas.....	417	11.3	61.2	44 20.5 77.3
Missouri.....	757	8.1	77.5	8 0 12.5
Oklahoma.....	150	10.7	78.0	60 0 5.0
Region X:				
Louisiana.....	172	0	76.2	15 0 0
New Mexico.....	10	10.0	90.0	0 0 0
Texas.....	906	48.5	98.7	45 0 48.9
Region XI:				
Colorado.....	87	32.2	90.8	2 100.0 100.0
Idaho.....	43	7.0	58.1	1 0 100.0
Montana.....	26	38.5	96.2	16 93.8 100.0
Utah.....	12	66.7	83.3	0 0 0
Wyoming.....	7	57.1	85.7	0 0 0
Region XII:				
Arizona.....	45	11.1	84.4	0 0 0
California.....	5,015	5.5	32.1	621 11.0 41.7
Nevada.....	31	32.3	93.5	1 0 100.0
Oregon.....	233	20.6	95.7	18 16.7 83.3
Washington.....	594	.2	44.9	56 60.7 100.0
Regions XIII and XIV:				
Alaska.....	0	0	0	0 0 0
Hawaii.....	0	0	0	

¹ Connecticut, Hawaii, Massachusetts, Nebraska, and New Hampshire have only 1 appeals authority. During this quarter South Dakota had only 1 appeals authority.

² Less than 0.05 percent.

Table 10.—Claims and payments for veterans' unemployment allowances, February 1948¹

State	Initial claims	Continued claims	Weeks compensated	Payments
Total.....	374,322	2,636,911	2,470,425	\$49,465,554
Alabama.....	4,922	52,367	51,660	1,029,937
Alaska.....	284	2,863	2,853	56,792
Arizona.....	2,763	13,506	12,899	256,703
Arkansas.....	4,549	48,942	48,559	969,037
California.....	35,695	213,647	195,802	3,902,851
Colorado.....	3,197	24,107	23,379	465,172
Connecticut.....	4,509	28,843	20,388	405,574
Delaware.....	635	6,375	6,372	126,670
District of Columbia.....	896	13,776	14,440	288,270
Florida.....	7,873	51,860	49,953	905,813
Georgia.....	6,066	51,001	48,770	972,750
Hawaii.....	599	3,370	3,530	70,271
Idaho.....	1,831	16,429	15,626	310,381
Illinois.....	15,008	99,121	85,481	1,691,870
Indiana.....	10,946	51,855	46,111	905,193
Iowa.....	3,661	27,642	30,024	566,821
Kansas.....	4,371	27,867	25,711	510,137
Kentucky.....	7,418	44,877	29,897	596,405
Louisiana.....	5,427	53,172	44,116	870,342
Maine.....	3,335	26,231	25,881	513,830
Maryland.....	3,811	32,575	32,475	643,755
Massachusetts.....	13,070	102,799	99,582	1,978,638
Michigan.....	29,595	114,055	129,384	2,535,580
Minnesota.....	5,932	68,670	67,693	1,345,014
Mississippi.....	3,237	26,047	26,082	518,968
Missouri.....	9,477	83,800	72,831	1,446,015
Montana.....	1,732	14,058	13,898	277,089
Nebraska.....	1,908	11,705	10,938	215,944
Nevada.....	466	2,547	2,498	49,532
New Hampshire.....	2,113	11,876	10,185	202,133
New Jersey.....	8,870	98,152	95,253	1,900,230
New Mexico.....	1,938	17,179	15,897	316,861
New York.....	54,906	293,247	279,516	5,946,110
North Carolina.....	7,285	46,469	43,729	871,252
North Dakota.....	1,073	9,722	8,750	172,355
Ohio.....	15,535	89,777	83,190	1,639,452
Oklahoma.....	4,368	44,206	41,288	821,827
Oregon.....	5,345	34,693	36,862	731,934
Pennsylvania.....	29,035	230,743	207,240	4,132,910
Puerto Rico.....	764	14,917	15,474	309,188
Rhode Island.....	1,760	17,983	17,798	354,619
South Carolina.....	3,789	31,387	29,088	579,257
South Dakota.....	1,047	10,066	8,808	175,615
Tennessee.....	5,036	61,633	54,805	1,093,653
Texas.....	11,183	106,162	93,314	1,860,435
Utah.....	1,829	13,696	12,807	254,292
Vermont.....	1,135	7,736	7,315	145,023
Virginia.....	6,645	40,748	40,753	808,578
Washington.....	7,051	57,475	55,545	1,101,588
West Virginia.....	4,241	48,615	43,733	866,120
Wisconsin.....	5,519	31,437	28,477	561,994
Wyoming.....	633	4,286	3,765	74,772

¹ Represents activities under provisions of title V of the Servicemen's Readjustment Act of 1944; excludes data for self-employed veterans.

Source: Data reported to the Readjustment Allowance Service, Veterans Administration, by unemployment insurance agencies in 48 States, the District of Columbia, Alaska, and Hawaii, and by the Veterans Administration for Puerto Rico.

The number of interstate first payments made during October-December dropped from 36,600 to 29,600, while the proportions issued within 2 weeks rose from 39 to 40 percent. The volume dropped steadily during the last 3 quarters of 1947, but the 2-week proportion remained between 35 and 41 percent. The number of interstate second and subsequent payments made within 2 weeks was more than 80 percent in 14 States; in Montana and New Hampshire the proportions were above 90 percent.

Time Lapse in Appeals Decisions, July-September 1947

The time lapse between the date of appeal and the date of decision by the lower appeals authorities was shortened for the second successive quarter. The percent disposed of within 30 days rose from 6.7 in April-June to 7.9 in July-September; within 90 days, from 45.6 to 56.0 percent. Forty-one States disposed of 60 percent or more of their lower appeals cases within 90 days. Of the 13 States that disposed of 90 percent or more of their lower appeals cases within 90 days, only Georgia and Texas had as many as 500 cases during the quarter. The improved performance in all the 9 States (except Massachusetts) that disposed of 1,000 or more lower appeals cases was primarily responsible for the increase in the proportion issued within 90 days.

An increase for the country as a whole occurred in the time lapse for the cases handled by the higher appeals authorities. The proportion disposed of within 30 days dropped from 8.6 to 7.2 percent, and within 90 days, from 65.1 to 47.4 percent. The volumes were small, as only 7 States—California, Illinois, Michigan, New Jersey, New York, Pennsylvania, and West Virginia—reported as many as 300 cases during the quarter. New Jersey had by far the greatest volume, 3,000, of which 27 percent were disposed of within 90 days, as compared with 80 percent in the preceding quarter. The percent dropped from 72 to 37 in New York and from 60 to 30 in Michigan, but rose from 29 to 42 in California.

Veterans' Unemployment Allowances

February payments for veterans' unemployment allowances remained close to the January level, as did the number of weeks of unemployment compensated. During the month \$49 million was paid to compensate for 2.5 million weeks of unemployment. Increases in payments in 32 States were offset by declines in 20 States, and the total was only 1 percent more than expenditures in January.

A break in the cold weather brought increased activity in certain industries and in some States contributed to the drop in initial claims. The 374,322 filed in February represented a 14-percent decline from the January figure and was the lowest number in any month since November 1947. Forty-five States reported fewer initial claims, and in 39 States the decrease amounted to more than 10 percent. Of the 7 States receiving more initial claims, only Kentucky and Michigan, where fuel shortages continued to cause lay-offs, reported a significant rise.

Increases in continued claims reported by 42 States brought the number for the country as a whole to 2.6 million—3.3 percent more than in January. This was the third successive monthly rise, but the rate of increase was less than in the preceding months.

Nonfarm Placements

Though February nonagricultural employment was estimated at about the same volume as in January, nonfarm placements dropped 3 percent. This decline was primarily attributable to the shorter workmonth, since placements on a daily rate basis were about the same as in January. The 344,064 placements made were the smallest number since September 1940. Thirty-two States reported declines. Most of the 17 reporting increases were predominantly agricultural States.

Placements of women, which had risen slightly in January, again moved downward; the February total—134,-

819—was 6.8 percent less than the January number. Fewer placements of women were made in practically all industries but the manufacture of tobacco and of chemical and allied products.

Veterans filed fewer job applications during February, and placements dropped 11.6 percent. Thirty-six States reported fewer placements, and in 13 the declines amounted to more than 20 percent.

Table 11.—Nonfarm placements by State,
February 1948

U. S. Employment Service region and State	Total	Women	Veter- ans ¹
Total.....	344,064	134,819	105,073
Region I:			
Connecticut.....	5,173	2,173	1,513
Maine.....	2,193	638	644
Massachusetts.....	9,304	3,519	3,329
New Hampshire.....	1,580	506	517
Rhode Island.....	2,418	1,339	571
Vermont.....	479	161	181
Region II:			
New York.....	48,851	29,797	8,679
Region III:			
Delaware.....	654	328	194
New Jersey.....	8,276	4,533	1,755
Pennsylvania.....	18,240	8,138	6,194
Region IV:			
District of Columbia.....	2,402	887	767
Maryland.....	3,631	1,264	1,134
North Carolina.....	8,083	2,756	2,477
Virginia.....	5,449	2,206	1,508
West Virginia.....	2,876	1,257	857
Region V:			
Kentucky.....	2,066	707	780
Michigan.....	8,954	2,205	3,399
Ohio.....	18,509	5,923	5,579
Region VI:			
Illinois.....	11,621	3,811	4,287
Indiana.....	6,439	2,286	2,012
Wisconsin.....	7,467	2,518	2,787
Region VII:			
Alabama.....	11,372	3,451	3,222
Florida.....	12,448	5,202	3,602
Georgia.....	7,834	3,451	1,781
Mississippi.....	5,788	2,053	1,535
South Carolina.....	6,688	1,576	2,355
Tennessee.....	8,140	3,045	2,689
Region VIII:			
Iowa.....	5,424	1,731	2,172
Minnesota.....	6,737	1,802	2,653
Nebraska.....	2,647	698	1,166
North Dakota.....	990	307	330
South Dakota.....	995	252	434
Region IX:			
Arkansas.....	5,122	1,975	1,488
Kansas.....	3,310	1,297	1,193
Missouri.....	4,957	2,157	1,424
Oklahoma.....	6,227	2,176	2,210
Region X:			
Louisiana.....	3,963	1,365	1,267
New Mexico.....	2,568	511	1,115
Texas.....	30,566	10,144	9,708
Region XI:			
Colorado.....	2,952	781	1,256
Idaho.....	1,660	387	826
Montana.....	1,041	271	416
Utah.....	1,417	368	621
Wyoming.....	573	148	228
Region XII:			
Arizona.....	2,799	804	1,030
California.....	24,392	9,443	8,120
Nevada.....	1,241	472	329
Oregon.....	3,557	846	1,367
Washington.....	3,982	1,062	1,382

¹ Represents placements of veterans of all wars.

Source: Department of Labor, U. S. Employment Service.

Old-Age and Survivors Insurance

Monthly Benefits, February 1948

At the end of February, monthly benefits totaling \$39.7 million were in current-payment status for more than 2.0 million beneficiaries (table 1).

Monthly benefits were awarded to 50,700 persons during February, an increase of 3 percent over the January number. Increases in the number of awards of primary, wife's, and widow's benefits offset decreases of 11 percent in child's benefits and 8 percent in widow's current benefits.

Certifications in February totaled \$42.3 million for monthly benefits and \$2.4 million for lump-sum payments.

Primary Benefit Awards, 1947 and 1941, by Size of Benefit¹

A sample of primary benefit awards of April-June 1947 has been tabulated

¹ The 1947 data are based on a 20-percent sample of all male workers and on 100 percent of all female workers who

by size of benefit for comparison with a similar tabulation for 1941 (table 2).

The average primary benefit awarded increased from \$22.90 in 1941 to \$25.69 in April-June 1947. This increase is due chiefly to higher average wages resulting from more regular employment at higher wage levels and to the greater number of annual 1-percent increments used in computing the benefits. Another factor contributing to this increase is the change, authorized by the 1946 amendments, in the method of computing the pri-

were awarded primary benefits during April-June 1947. The 1941 data are based on 100 percent of 1941 entitlements included in 1941 awards to primary beneficiaries alone or to primary beneficiaries whose wives were simultaneously awarded wife's benefits. Exclusion of awards to primary beneficiaries with children simultaneously awarded child's benefits has little effect on the distribution of the 1941 awards since this family group comprised only a small proportion of the total awards.

mary benefit amount. It is computed as of these times: (1) the date on which the wage earner was first eligible by reason of age and insured status; (2) the date the application is received; and (3) March 31 of each intervening year. The benefit payable is the highest of the amounts so computed.

For both sexes combined, the proportion of benefits of \$30 or more increased from 16 percent in the 1941 awards to 30 percent in April-June 1947, while the proportion for amounts of less than \$20 decreased from 30 to 24 percent.

For female beneficiaries the upward trend was much less pronounced. Almost half of the April-June 1947 awards to women were for less than \$20. Fifteen percent were at the \$10 minimum as compared with 6 percent of the awards to men.

The average primary benefit awarded increased sharply during the last half of 1947, after the inactive-freeze procedure was discontinued in June. The discontinuance caused an increase in the number of awards to

Table 1.—Monthly benefits in current-payment status¹ at end of month by type of benefit and month, February 1947–February 1948, and monthly benefit actions by type of benefit, February 1948

[Amounts in thousands; data corrected to Mar. 24, 1948]

Item	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Monthly benefits in current-payment status at end of month:														
1947														
February	1,708,848	\$32,467.2	737,315	\$18,134.1	1,227,003	\$2,953.4	473,908	\$5,971.4	133,043	\$2,692.5	129,908	\$2,614.5	7,671	\$101.2
March	1,738,841	33,099.1	753,091	18,549.2	1,231,587	3,015.5	479,946	6,057.4	135,634	2,746.6	130,668	2,634.6	7,915	104.7
April	1,771,600	33,769.7	767,780	18,922.3	1,236,341	3,080.2	487,755	6,165.8	139,357	2,823.6	132,079	2,667.9	8,288	110.0
May	1,805,219	34,480.2	784,083	19,353.9	1,241,224	3,148.4	494,959	6,266.7	142,857	2,896.2	133,443	2,700.0	8,653	115.0
June	1,832,285	35,071.5	797,927	19,722.2	1,245,364	3,206.0	499,246	6,328.0	146,124	2,965.6	134,673	2,730.4	8,951	119.2
July	1,855,330	35,598.5	811,586	20,087.6	1,249,540	3,265.1	500,495	6,345.0	149,173	3,030.5	135,350	2,747.7	9,180	122.6
August	1,876,967	36,094.9	824,265	20,428.5	1,253,214	3,318.3	502,706	6,378.5	151,770	3,085.8	135,636	2,758.6	9,376	125.2
September	1,903,351	36,555.7	836,861	20,765.9	1,257,344	3,377.3	509,005	6,469.3	154,865	3,150.9	135,715	2,784.4	9,561	127.9
October	1,930,719	37,245.9	849,841	21,120.9	1,261,523	3,437.6	515,933	6,571.9	158,410	3,226.3	135,272	2,758.7	9,740	130.5
November	1,952,441	37,711.8	860,827	21,410.8	1,265,034	3,487.5	520,478	6,638.8	161,145	3,285.1	135,070	2,756.9	9,887	132.8
December	1,978,245	38,276.8	874,724	21,778.9	1,269,174	3,545.2	524,783	6,702.5	164,309	3,351.8	135,229	2,763.7	10,029	134.7
1948														
January	2,008,009	38,933.2	891,182	22,215.4	1,273,913	3,612.3	529,660	6,773.8	167,578	3,420.8	135,480	2,773.5	10,190	137.3
February	2,040,859	39,673.6	900,187	22,706.0	1,278,951	3,685.1	535,074	6,854.3	170,960	3,493.1	136,379	2,796.4	10,299	138.8
Monthly benefit actions, February 1948:														
In force ² beginning of month	2,289,789	45,166.8	1,049,993	26,441.1	1,314,100	4,167.5	560,616	7,165.7	170,392	3,475.8	184,379	3,777.9	10,309	138.7
Benefits awarded in month	50,694	1,127.4	25,908	719.8	8,397	130.2	8,729	123.2	4,191	88.0	3,293	73.7	176	2.5
Entitlements terminated ³	17,232	324.2	6,304	157.6	3,169	41.5	4,406	58.2	836	16.5	2,416	49.5	71	1.0
Net adjustments ⁴	217	15.5	-56	7.4	-18	.9	236	5.1	11	.3	43	1.7	1	(⁵)
In force end of month	2,323,468	45,985.4	1,069,541	27,010.7	1,319,280	4,247.2	565,175	7,235.8	173,758	3,547.6	185,299	3,803.9	10,415	140.2

¹ Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount which is less than current month's benefit.

² Represents total benefits awarded (including benefits in current, deferred, and conditional-payment status) after adjustment for subsequent changes in number and amount of benefits (see footnote 4) and terminations (see footnote 3), cumulative from January 1940.

³ Benefit is terminated when a beneficiary dies or loses entitlement to a benefit for some other reason.

⁴ Adjustments result from operation of maximum and minimum provisions and from recomputations and administrative actions.

⁵ Less than \$50.

persons still working in covered employment, whose benefit rates were appreciably higher than those of persons who had already withdrawn from covered employment.

The average monthly amounts for primary benefit awards in 1947, by quarter, were as follows:

Year and quarter	Average monthly amount
1947, total	\$26.21
January-March	25.67
April-June	25.69
July-September	26.44
October-December	26.94

Characteristics of Persons Awarded Primary Benefits in 1947

During 1947, awards were processed for more than 271,000 primary beneficiaries (table 3), 5 percent more than the previous high in 1946. Almost 21 percent of the persons awarded primary benefits in 1947 attained age 65 during that year, as compared with 15 percent in 1946 when awards were processed for many workers who during the war had remained in or returned to covered employment after age 65. The increase in the proportion of awards to beneficiaries at age 65 is partly attributable to the fact that, since the discontinuance of the inactive-freeze procedure, more people are filing claims as soon as they reach age 65, even though they are

Table 2.—Percentage distribution of number of primary benefits awarded in April-June 1947 and in calendar year 1941, by monthly amount of primary benefit and sex of beneficiary

[Corrected to Mar. 5, 1948]

Amount	1947 (April-June)			1941		
	Total	Male	Female	Total	Male	Female
Total	100.0	100.0	100.0	100.0	100.0	100.0
\$10.00	7.1	5.9	15.1	8.2	7.2	15.5
\$10.01-\$14.99	7.9	6.5	16.8	10.9	9.8	18.5
\$15.00-\$19.99	9.0	8.1	14.8	11.1	10.2	17.4
\$20.00-\$24.99	24.4	23.8	28.2	32.9	32.4	36.2
\$25.00-\$29.99	21.2	21.7	17.9	20.9	22.7	8.2
\$30.00-\$34.99	14.7	16.3	4.5	8.8	9.7	2.5
\$35.00-\$39.99	9.3	10.4	1.6	3.6	4.0	.8
\$40.00-\$44.40	16.4	7.3	1.1	3.6	4.0	.6
Average	\$25.69	\$26.67	\$19.96	\$22.99	\$25.52	\$18.60

1 Maximum benefit possible in 1947, \$44.40.
2 Maximum benefit possible in 1941, \$42.

Table 3.—Number of beneficiaries and average monthly amount of primary benefits awarded in 1947, by age and sex of beneficiary

[Corrected to Mar. 24, 1948]

Age 1	All beneficiaries			Male beneficiaries			Female beneficiaries		
	Number	Percent	Average monthly amount	Number	Percent	Average monthly amount	Number	Percent	Average monthly amount
Total	271,488	100.0	\$26.21	235,300	100.0	\$27.05	36,188	100.0	\$20.69
65	56,725	20.9	29.56	48,579	20.6	30.52	8,146	22.5	23.80
66	39,643	14.6	28.15	34,179	14.5	29.15	5,464	15.1	21.88
67	28,531	10.5	26.77	24,394	10.4	27.77	4,137	11.4	20.87
68	24,720	9.1	26.16	21,247	9.0	27.14	3,473	9.6	20.16
69	22,066	8.1	25.41	18,960	8.1	26.39	3,106	8.6	19.46
70	19,646	7.2	24.78	17,000	7.2	25.69	2,646	7.3	18.89
71	16,895	6.2	24.11	14,701	6.2	24.98	2,194	6.1	18.30
72	13,184	4.9	23.01	11,361	4.8	23.83	1,823	5.0	17.92
73	10,672	3.9	22.84	9,336	4.0	23.58	1,336	3.7	17.65
74	8,746	3.2	22.75	7,717	3.3	23.36	1,029	2.8	18.17
75-79	24,558	9.0	23.18	22,179	9.4	23.66	2,379	6.6	18.74
80 and over	6,102	2.2	23.19	5,647	2.4	23.51	455	1.3	19.27

1 Age at birthday in 1947.

still in covered employment. The proportion of awards to persons aged 70 or over dropped from 41 percent in 1946 to 37 percent in 1947.

Since women generally retire at younger ages than men, in each year's awards the percentage of primary beneficiaries attaining age 65 in the year of award was higher for women than for men. This difference was less pronounced in 1947 than in 1946. The proportions were 21 percent for men and 23 percent for women in 1947 as compared with 15 and 21 percent, respectively, in 1946.

The average age of men awarded primary benefits in 1947 was slightly over 69 years; that of women, a little more than 68½ years. These averages are less than half a year lower than the corresponding averages for 1946 awards.

More than 13 percent of the benefits were awarded to women. The proportion of awards to women increased from 11 percent in 1940 to almost 14 percent in 1943 and then declined to less than 11 percent in 1945 and 1946.

The average primary benefit awarded increased from \$25.42 in 1946 to \$26.21 in 1947. In general the average declines with advance in the age of the worker filing for benefits, since the older workers are more likely to qualify for lower amounts because of intermittent employment. The average award for women was \$6 less than that for men; the difference decreased generally as the beneficiaries advanced in age.

Applicants for Account Numbers, 1947 and October-December 1947

In contrast to the unusually rapid changes in the volume and composition of applications for account numbers that occurred in 1946, the year 1947 witnessed for the most part the resumption of long-established patterns. The long-term downward trend, which had been interrupted in 1941 and 1942 as a result of the defense program and the outbreak of the war and again in the last half of 1946 when Selective Service inductions were suspended and covered employment increased, was reestablished during the first quarter of 1947 and continued throughout the year.

The 2,728,000 applications received in 1947 was the smallest annual number on record and represented a decline of almost 10 percent from the 1946 level and a drop of about two-thirds from the wartime peak of 1942. About 655,000 applications were filed in October-December, a decrease of 6 percent from the level in the last 3 months of 1946 and a seasonal drop of 19 percent from the number in the preceding quarter.

Because a large proportion of the male population obtained account numbers during the initial registration, the ratio of men and boys to all applicants declined almost continuously after 1937 until the first quarter of 1944. Since that quarter the trend has been upward, except in October-

Table 4.—Distribution of applicants for account numbers by race, age group, and sex, by year, 1940-47¹

Year	Total			Negro			Under 20 years			20 years and over ²		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
1940.....	5,226,688	3,080,032	2,146,656	630,337	413,964	216,353	2,137,542	1,264,299	873,243	3,089,146	1,815,733	1,273,413
1941.....	6,677,394	3,701,467	2,976,117	786,068	508,979	277,089	3,174,241	1,885,858	1,288,383	3,503,343	1,815,609	1,687,734
1942.....	7,637,416	3,547,376	4,090,040	905,238	457,145	448,093	3,720,963	2,013,325	1,707,338	3,916,733	1,834,061	2,082,702
1943.....	7,415,294	2,901,273	4,514,021	1,058,178	355,341	702,837	3,649,172	1,835,939	1,813,233	3,766,122	1,065,334	2,700,788
1944.....	4,528,578	1,826,179	2,702,399	738,739	253,197	485,542	2,444,995	1,213,002	1,231,993	2,083,583	613,177	1,470,406
1945.....	3,321,384	1,505,839	1,815,545	504,321	195,313	309,008	1,851,854	922,562	929,292	1,469,530	583,277	886,253
1946.....	3,022,057	1,431,760	1,590,297	388,489	185,709	202,780	1,600,260	746,796	853,464	1,421,797	684,964	736,833
1947.....	2,727,810	1,299,092	1,428,718	314,786	154,975	159,813	1,620,237	801,092	819,145	1,107,573	498,000	609,573

¹ Excludes applicants whose sex and/or race is unknown.² Includes a small number of applicants of unknown age.

December 1946 and January-March 1947, when there were temporary interruptions probably due to the unusually large volume of applications from discharged servicemen during the corresponding quarters of 1945 and 1946. Men and boys accounted for 48 percent of all applicants in 1947, an increase of about one percentage point over the 1946 level. Despite this upward trend, women and girls continued to constitute a majority of applicants in every quarter of the year except January-March, which usually shows a seasonal high for men.

As a result of the long-run reduction of the reserve of adults without account numbers, boys and girls under age 20 have formed a continuously increasing proportion of all applicants. The large number of applications received from veterans, however, reversed this upward trend during the 4 calendar quarters following VJ-day. The upward movement was then resumed in the final quarter of 1946 and continued in each quarter of 1947. Of all account numbers issued in 1947, nearly three-fifths, the largest proportion in any year, went to persons under 20 years of age. The

year 1947, moreover, was the first since 1942 when the absolute number of young men and boys applying for account numbers was larger than the total in the preceding year. Fewer girls under age 20 applied for account numbers in 1947 than in 1946, however, despite a slight increase in the proportion of all female applicants in this age group. Decreases were recorded for both sexes at all ages under 17.

The relative number of applicants aged 60 and over, which has followed a generally downward trend since the second quarter of 1944, declined further in 1947. The 75,000 applicants in this age group constituted 2.7 percent of all applicants, as compared with 3.1 percent in 1946. In the seasonally high October-December quarter the proportion of elderly applicants was only 2.9 percent; a year earlier it was 3.3 percent. As a result of a more rapid decline in the number of applications filed by elderly women than in those filed by men, men made up 62 percent of all applicants aged 60 and over—the largest proportion in 4 years.

Nearly 315,000 account numbers

were issued to Negro applicants in 1947. This number represented 12 percent of the total, as compared with 13 percent in 1946 and a wartime high of 16 percent in 1944. Before 1943, Negroes were relatively more numerous among men than among women applicants. As a result of inductions into the armed forces and the expansion of employment opportunities, however, Negroes constituted a larger proportion of women applicants than of men applicants in nearly every quarter of the years 1943-46. In the final half of 1947 the prewar pattern was restored; by October-December, 12 percent of all men applicants but only 9 percent of all women applicants were Negroes.

Workers by Number of Years With Wage Credits, 1937-45

Preliminary data from the continuous work-history sample tabulations for 1937-45 show that more than half of all workers with wage credits at some time during the 9-year period 1937-45 had worked in covered employment in fewer than 5 years. Only 19 percent had been employed in cov-

Table 5.—Distribution of account-number applicants under 20 years of age, by sex and age, 1947 and October-December 1947

Age	1947						October-December 1947					
	Total		Male		Female		Total		Male		Female	
	Number	Percent-age change from 1946	Number	Percent-age change from 1946	Number	Percent-age change from 1946	Number	Percent-age change from Oct.-Dec. 1946	Number	Percent-age change from Oct.-Dec. 1946	Number	Percent-age change from Oct.-Dec. 1946
Under 20, total.....	1,620,237	+1.2	801,092	+7.3	819,145	-4.0	370,790	+2.9	167,769	+8.3	203,021	-1.1
Under 14.....	63,607	-20.3	49,139	-19.3	14,468	-23.4	16,226	-19.6	11,727	-18.0	4,499	-23.3
14.....	125,095	-22.2	76,346	-18.7	48,749	-27.2	35,170	-19.9	17,635	-16.7	17,535	-22.9
15.....	254,142	-6.5	138,948	-1.1	115,194	-13.2	63,290	-2.7	27,588	+5.3	35,702	-8.0
16.....	452,775	-3	200,282	-1	252,493	-4	114,699	+5.2	44,944	+9.2	69,755	+2.7
17.....	349,678	+13.4	166,859	+27.7	182,819	+2.9	63,720	+18.0	27,621	+22.4	36,099	+14.8
18.....	244,502	+16.9	110,199	+40.6	134,303	+2.7	51,009	+18.0	24,594	+37.4	26,415	+4.4
19.....	130,438	+12.2	59,319	+36.7	71,119	-2.4	26,676	+7.3	13,660	+17.3	13,016	-1.5

Table 6.—Distribution of applicants for account numbers by sex, race, and age group, 1947 and October–December 1947

Age group	Total			Male			Female		
	Total	White ¹	Negro	Total	White ¹	Negro	Total	White ¹	Negro
Calendar year 1947									
Total	2,727,810	2,413,022	314,788	1,299,092	1,144,117	154,975	1,428,718	1,268,905	159,813
Under 15	188,702	168,842	19,860	125,485	109,841	15,644	63,217	59,001	4,216
15-19	1,431,535	1,287,214	144,321	675,607	594,326	81,281	755,928	692,888	63,040
20-29	691,176	577,276	113,900	326,109	283,342	42,767	365,067	303,934	71,133
30-39	341,433	309,759	31,674	125,356	113,546	11,810	216,077	190,213	25,864
40-49	38,704	36,374	2,330	20,742	19,295	1,444	17,962	17,076	886
50-59	21,140	19,517	1,623	13,822	12,654	1,168	7,318	6,863	455
60-64	14,675	13,700	975	11,615	10,809	806	3,060	2,891	169
70 and over	445	390	105	356	301	55	89	39	50
Unknown									
October–December 1947									
Total	654,752	587,580	67,172	282,063	248,836	33,227	372,689	338,744	33,945
Under 15	51,396	47,850	3,546	29,362	26,412	2,950	22,034	21,438	596
15-19	319,394	290,016	29,378	138,467	121,400	17,067	180,927	169,216	11,711
20-29	160,466	143,384	17,082	71,278	61,798	9,480	88,188	81,616	6,572
30-39	95,519	87,966	7,553	31,029	28,030	2,999	63,490	59,216	4,274
40-49	10,130	9,561	569	5,216	4,834	382	4,914	4,727	187
50-59	5,284	4,915	369	3,374	3,114	260	1,910	1,801	109
60-64	3,467	3,279	188	2,723	2,560	163	744	719	25
70 and over	96	69	27	74	58	16	22	11	11
Unknown									

¹ Represents all races other than Negro.

ered jobs in every year that had elapsed since the system began operating in 1937 (table 7).

The large proportion of workers with relatively few years in covered employment is the result of a number of factors, the more important of which are the high degree of labor mobility, the limited coverage of the insurance system, the normal flow of persons into and out of the labor force, the heavy withdrawal of young men from civilian employment during the war years, and the entrance of many women and older men into temporary wartime employment. As time passes, there will, of course, be a steady decline in the proportion of workers who have had wage credits in every year since 1937. The decrease in this proportion during the period 1942–45 is apparent in the following tabulation showing percentages of workers with wage credits:

Period	Total	Male	Female
1937–42	32.2	37.2	22.0
1937–43	25.1	30.0	15.7
1937–44	21.3	26.5	12.6
1937–45	18.9	24.0	10.6

Of the workers with wage credits in the period 1937–45, 24 percent of the men had taxable wages in all 9 years, as against only 11 percent of the women. At the other end of the scale, 19

percent of the women and 13 percent of the men had taxable wages in only 1 year.¹ Sixty-five percent of the women had worked in covered jobs in fewer than 5 years as against 47 percent of all men. Men had more years of covered employment than women in every age group except ages 20–24.

Variations in proportion of 9-year workers by age.—The relative number of 9-year workers varied considerably not only by sex but also by age within the two sex groups (table 8). For both men and women the proportion of workers with wage credits in all 9 years was negligible at ages under 25 but rose to 11 percent at ages 25–29. Thereafter, the relative number of 9-year workers among men rose rapidly with each succeeding age group until, at ages 40–44, it was 42 percent; it remained at about this level until ages 55–59, when it dropped to 39 percent, and then declined rapidly to 27 percent at ages 65–69.

Among women the relative number of 9-year workers rose only slightly after ages 25–29, reaching 18 percent at ages 40–44 and remaining at about 18 or 19 percent until ages 65–69, when it dropped slightly to 17 percent.

At ages 70 and over, relatively few persons of either sex were 9-year

¹ In 1942 the corresponding proportions had been 30 and 18 percent.

workers—8.2 percent of the men and 6.5 percent of the women. The sharp drop in the proportion of 9-year workers at these ages is at least in part due to the exclusion of persons 65 years and over from coverage until the amendment of the Social Security Act of 1939. Persons who had attained age 65 before 1937, for example, could not have been in covered employment in more than 7 of the 9 years 1937–45.²

Variations in number of years with wage credits by age.—Variations by age in the number of years with wage credits were fairly similar for the two sexes in the case of workers under age 30. Most of the workers under age 20 had worked in covered employment in only a few years; 61 percent of the young men and 65 percent of the young women had received taxable wages in only 1 or 2 years. Nearly all the workers of both sexes in this youngest age group had covered employment in fewer than 5 years.

The number of years with wage credits increased sharply at ages 20–24 as compared with ages under 20, especially among young women. The proportion of men with 5–8 years in covered employment increased from

² The proportion of workers who had covered employment in 7 years is higher for the age group 70 and over than for almost any other age group.

Table 7.—Percentage distribution of workers with wage credits by number of years in covered employment during period 1937-45 and age in 1945

Number of years with wage credits	Age group												
	Total	Under 20	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70 and over
Number, 1-percent sample ¹	² 755,161	78,413	113,139	109,227	95,383	81,593	66,910	58,375	47,633	38,337	27,665	18,065	13,777
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1	15.0	31.7	14.6	12.2	11.4	11.2	10.9	11.5	11.9	12.1	13.2	15.0	19.1
2	13.8	30.8	19.0	11.2	9.8	9.7	9.5	10.0	10.1	10.3	11.1	12.1	17.2
3	13.4	26.7	21.6	11.4	9.4	9.0	9.5	9.6	9.8	9.9	10.3	11.1	14.9
4	11.4	9.5	20.2	12.1	9.6	9.0	8.9	9.3	9.1	9.5	9.6	10.4	11.9
5	8.5	1.1	13.2	12.3	9.4	8.0	7.4	7.2	6.9	7.1	7.2	7.6	7.9
6	7.3	.1	6.6	12.1	10.2	8.2	6.9	6.6	6.3	6.1	6.3	7.0	6.2
7	6.2	*(c)	3.1	10.1	9.5	8.5	6.4	6.2	5.4	5.5	5.2	5.8	10.5
8	5.4	*(c)	1.1	7.7	8.4	7.8	7.0	6.5	6.0	5.9	5.7	5.7	4.3
9	18.9	*(c)	.5	11.0	22.4	28.5	33.5	33.1	34.5	33.8	31.4	25.4	8.1

* Fewer than 100 persons in sample.

¹ Approximately 1-percent sample. Not adjusted for sampling errors, workers not reported in time for inclusion, and workers with more than 1 account number.² Total includes 6,644 persons whose age was not reported.³ Less than 0.05 percent.

2 to 22 percent and of women, from 1 to 27 percent. The increase was less pronounced among men chiefly because large numbers of young men withdrew from covered employment after 1940 to enter the armed forces. Only a negligible number of the workers aged 20-24 had wage credits in all 9 years.

Among the group 25-29 years old, the number of years with covered employment again increased for both men and women. The relative number of 9-year workers comprised a

significant proportion of the total in this age group—about 11 percent for both sexes. Workers with wage credits in 5-8 years also were relatively more numerous than among workers in the younger age groups; they accounted for slightly less than half the men and slightly more than one-third of the women aged 25-29. The proportion of workers with wage credits in fewer than 5 years dropped to 42 percent among men and 53 percent for women.

Beginning with workers aged 30, the

distribution by number of years in covered jobs began to diverge markedly between the sexes.

For men the span of covered employment continued to increase fairly rapidly until ages 40-44. The relative number of 9-year workers rose to 28 percent at ages 30-34 and to a peak of 42 percent at ages 40-44. The proportion of workers with fewer than 5 years in covered employment fell to 30 percent at ages 30-34 and to 28 percent at ages 35-44. Workers with wage credits in 5-8 years also de-

Table 8.—Percentage distribution of workers with wage credits by number of years in covered employment during period 1937-45, age in 1945, and sex

Number of years with wage credits		Age group												
		Total	Under 20	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70 and over
Number, 1-percent sample ¹		Male												
Total.....		467,946	44,103	58,883	69,653	57,017	50,287	42,421	38,529	33,329	28,473	21,681	14,926	12,126
Total.....		100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1.....		12.8	30.2	15.1	10.1	8.0	7.8	7.5	8.4	8.7	9.3	10.9	13.3	18.1
2.....		11.8	30.7	21.4	9.4	6.6	6.5	6.4	7.3	7.7	8.2	9.3	11.2	16.8
3.....		11.7	27.2	23.1	10.3	6.7	6.2	6.7	7.1	7.8	8.2	9.0	10.7	14.9
4.....		10.2	10.1	18.4	11.8	8.2	7.4	7.4	8.2	8.4	9.0	9.6	10.5	12.1
5.....		8.4	1.5	11.6	13.5	9.3	7.8	7.2	7.3	7.1	7.3	7.6	7.9	8.2
6.....		7.9	* 2	6.1	14.2	11.8	9.2	7.4	7.1	6.7	6.3	6.7	7.3	6.4
7.....		7.0	*(c)	2.8	11.4	11.4	10.1	7.1	6.7	5.7	5.9	5.7	6.0	10.9
8.....		6.2	*(c)	1.0	7.9	10.0	9.3	8.0	7.4	6.7	6.6	6.3	5.9	4.4
9.....		24.0	*(c)	.5	11.3	28.0	35.6	42.3	40.5	41.1	39.2	34.9	27.2	8.3
Number, 1-percent sample ¹		Female												
Total.....		287,215	34,310	54,256	48,574	38,366	31,306	24,489	19,846	14,304	9,864	5,984	3,139	1,651
Total.....		100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1.....		18.7	33.7	14.1	14.7	16.6	16.6	16.9	17.6	19.4	20.1	21.7	22.9	26.2
2.....		17.0	31.0	16.4	13.3	14.5	15.0	14.8	15.2	15.8	16.5	17.4	16.5	20.2
3.....		16.3	26.0	19.9	12.7	13.3	13.6	14.3	14.5	14.5	14.8	14.8	13.5	15.3
4.....		13.2	8.7	22.3	12.5	11.7	11.5	11.5	11.3	10.7	10.8	9.5	9.7	10.4
5.....		8.8	5	15.0	10.9	9.4	8.4	7.6	6.9	6.4	6.3	5.8	6.3	* 5.9
6.....		6.3	*(c)	7.2	9.6	7.8	6.6	6.1	5.6	5.4	5.4	4.9	5.2	* 4.5
7.....		5.0	*(c)	3.5	8.5	6.6	5.9	5.2	5.4	4.4	4.2	3.6	4.6	7.6
8.....		4.2	*(c)	1.2	7.3	6.1	5.5	5.3	4.8	4.5	4.0	3.7	4.5	* 3.4
9.....		10.6	*(c)	.5	10.6	14.1	17.0	18.2	18.8	19.0	18.0	18.6	16.8	6.5

* Fewer than 100 persons in sample.

¹ Approximately 1-percent sample. Not adjusted for sampling errors, workers not reported in time for inclusion, and workers with more than 1 account number.² Total includes 5,518 persons whose age was not reported.³ Less than 0.05 percent.⁴ Total includes 1,126 persons whose age was not reported.

creased sharply beginning with the age group 30-34; they dropped to less than 30 percent of all covered workers in the 40-44 group.

The number of years in which men were in covered jobs declined slightly with each succeeding age group beginning with age 45. The proportion of 9-year workers was about 41 percent at ages 45-54 and declined with advancing age, reaching 35 percent at ages 60-64 and 27 percent at ages 65-69. The proportion of those with wage credits in 5-8 years remained fairly stable at about 26 to 28 percent at all ages from 45-69. On the other hand, the proportion of workers with fewer than 5 years in covered employment gradually increased from 31 percent at ages 45-49 to 39 percent at ages 60-64 and 46 percent at ages 65-69.

Women aged 30 and over showed less variation in the number of years with covered employment than did men. The proportion of 9-year workers among women was 14 percent at ages 30-34 and 17 percent at ages 35-39. Thereafter it varied only slightly with increasing age, rising to a peak

of 19 percent at ages 45-54 and again at ages 60-64, then falling slightly to 17 percent at ages 65-69.

Conversely, women with fewer than 5 years in covered employment represented a substantial but fairly constant proportion of the total in each age group, although there was a tendency for the proportion to increase as age advanced. Thus, at ages 30-34, some 56 percent of all women had fewer than 5 years of covered employment; at ages 60-69, their relative number had increased to 63 percent.

A steady decline in the proportion of workers with wage credits in 5-8 years characterized advancing age among women in contrast to the constant proportion among men. Women with 5-8 years in covered jobs represented 30 percent of all women with wage credits at ages 30-34, and the proportion decreased steadily with each succeeding age group to 18 percent at ages 60-64. The slight increase to 21 percent in the age group 65-69 is chiefly the result of a decrease from ages 60-64 to 65-69 in the proportion of 9-year workers.

Table 1.—*Distribution of local offices and employees by size of office staff*

Size of office (number of full-time employees)	Offices		Full-time employees	
	Number	Percentage distribution	Number	Percentage distribution
Total.....	2,956	100.0	31,970	100.0
None ²	93	3.1	0	0
1.....	276	9.3	276	0.9
2.....	520	17.6	1,040	3.3
3.....	489	16.5	1,467	4.6
4.....	282	9.5	1,128	3.5
5.....	236	8.0	1,180	3.7
6-9.....	474	16.0	3,394	10.6
10-49.....	527	17.8	10,066	31.5
50 or more.....	59	2.0	13,419	42.0

¹ Excludes 152 child welfare workers for whom information on size of office was not comparable.

² Part-time employees only or all positions vacant as of date of report.

ister the three programs in combination, and about half administer general assistance as well. In 40 of the 49 State agencies, all local offices administer the three special types of public assistance in common. The same local offices also administer general assistance in 21 of these agencies, and in 10 agencies some, though not all, local offices administer all four types of assistance. Programs other than these four major types of assistance are administered by a large proportion of the local offices, but information on the other programs was not collected as part of the study.

Local public assistance offices vary greatly in the number of workers em-

Public Assistance

Local Offices of State Public Assistance Agencies

The special types of public assistance are usually administered by local offices serving a county area.¹ Of the 3,272 local offices administering one or more of these programs, 2,695 (about 82 percent) operate on a county-wide basis; 478 or 15 percent serve areas smaller than a county unit, that is, cities or towns, or districts including several cities or towns; 98 offices or 3 percent serve areas comprising more than one county; and one office serves the District of Columbia. Two-

thirds of the agencies operate only through county offices.

In general assistance also the county is the usual administrative unit in most States. For the country as a whole, however, the many cities, towns, or townships administering this program in a dozen or so States far outnumber the county units that are typical of most States.

Information on programs administered and on the size and composition of local office staffs was obtained for 2,956 local offices in a special inquiry conducted by the Bureau of Public Assistance in which 49 State agencies participated on a voluntary basis.²

According to this survey, administration of the three special types of public assistance has been unified to a very considerable extent. About four-fifths of the 2,956 local offices admin-

Table 2.—*Staffing patterns in local offices with 1, 2, 3, or 4 full-time employees*

Size of office and type of position	Offices	
	Number	Percentage distribution
1-person office.....	276	100.0
Director.....	177	64.1
Visitor.....	65	23.6
Clerk.....	33	12.0
Other.....	1	.4
2-person office.....	520	100.0
Director-clerk.....	406	78.1
Director-visitor.....	56	10.8
Visitor-clerk.....	20	3.8
Other combinations.....	38	7.3
3-person office.....	489	100.0
Director-visitor-clerk.....	403	82.4
Director-2 clerks.....	39	8.0
2 visitors-1 clerk.....	14	2.9
Other combinations.....	33	6.7
4-person office.....	282	100.0
Director-2 visitors-1 clerk.....	145	51.4
Director-1 visitor-2 clerks.....	103	36.5
Other combinations.....	34	12.1

¹ The term "local office" designates both the local offices of a State agency administering assistance and the local agencies that administer assistance under the supervision of a State agency. The terms "agency" or "State agency" refer to the State agency responsible for administering assistance or for supervising the administration of assistance by local agencies.

² *Personnel in Local Offices of State Public Assistance Agencies, 1946, Part II: Size and Composition of Local Office Staffs, Public Assistance Report No. 12.*

Table 3.—Public assistance in the United States, by month, February 1947–February 1948¹

Year and month	Total	Old-age assistance	Aid to dependent children		Aid to the blind	General assistance	Total	Old-age assistance	Aid to dependent children		Aid to the blind	General assistance
			Families	Children					Families	Children		
Number of recipients												
Percentage change from previous month												
1947												
February		2,227,868	363,649	929,705	77,272	345,000		+0.7	+2.6	+2.6	+0.4	+2.7
March		2,243,392	374,387	956,732	77,677	344,000		+7	+3.0	+2.9	+5	+1
April		2,255,525	384,053	979,620	77,954	339,000		+5	+2.6	+2.4	+5	+1.6
May		2,259,677	391,312	996,959	78,648	338,000		+2	+1.9	+1.8	+9	+3
June		2,271,007	396,148	1,009,475	79,033	335,000		+5	+1.2	+1.3	+5	+7
July		2,279,507	399,688	1,017,730	79,341	334,000		+4	+1.1	+1.0	+4	+4
August		2,289,260	404,014	1,027,974	79,719	332,000		+4	+9	+1.0	+5	+3
September		2,297,995	407,610	1,037,210	80,045	332,000		+7	+1.2	+1.0	+4	+1.1
October		2,314,788	412,448	1,047,863	80,484	335,000		+4	+1.2	+1.0	+4	+1.1
November		2,323,989	410,912	1,046,146	80,822	340,000		+3	+1.3	+1.3	+4	+4.7
December		2,332,006	416,190	1,059,944	81,149	356,000						
1948												
January		2,338,645	423,096	1,078,775	81,442	378,000		+3	+1.7	+1.8	+4	+6.3
February		2,340,862	429,792	1,096,600	81,750	392,000		+1	+1.6	+1.7	+4	+3.9
Amount of assistance												
Percentage change from previous month												
1947												
February	\$118,228,257	\$78,962,347	\$22,786,969	\$2,851,941	\$13,627,000		+1.3	+0.8	+3.2	+0.8	+1.3	
March	121,029,434	80,732,176	23,712,901	2,920,357	13,604,000		+2.4	+2.2	+4.1	+2.4	+3	
April	121,883,760	81,165,676	24,118,180	2,943,904	13,656,000		+7	+5	+1.7	+8	+1	
May	122,023,637	81,159,125	24,295,503	2,971,009	13,598,000		+1	(2)	+7	+9	+4	
June	122,518,213	81,903,194	24,465,905	2,988,114	13,151,000		+4	+9	+7	+1.2	+2.4	
July	123,416,954	82,045,300	24,865,393	3,034,261	13,472,000		+7	+2	+1.6	+7	+3.3	
August	124,073,835	83,317,307	25,221,353	3,055,175	13,380,000		+1.3	+1.6	+1.4	+1.2	+2.4	
September	125,906,690	83,877,538	25,472,965	3,075,157	13,481,000		+7	+7	+1.0	+7	+7	
October	128,418,513	85,201,373	25,961,369	3,167,831	14,088,000		+2.0	+1.6	+1.9	+3.0	+4.6	
November	128,722,531	85,770,698	25,736,955	3,187,878	14,027,000		+2	+7	+9	+6	+8.4	
December	131,918,102	87,270,336	26,224,905	3,211,861	15,211,000		+2.5	+1.7	+1.9	+8		
1948												
January	134,016,675	87,856,146	26,927,594	3,239,935	15,993,000		+1.6	+7	+2.7	+9	+5.1	
February	137,932,816	88,872,293	29,062,674	3,264,849	16,733,000		+2.9	+1.2	+7.9	+8	+4.6	

¹ Data subject to revision. Excludes programs administered without Federal participation in States administering such programs concurrently with programs under the Social Security Act.

² Decrease of less than 0.05 percent.

Table 4.—Old-age assistance: Recipients and payments to recipients, by State, February 1948¹

State	Number of recipients	Payments to recipients		Percentage change from—				State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	January 1948 in—		February 1947 in—				Total amount	Average	January 1948 in—		February 1947 in—	
				Num-ber	Amount	Num-ber	Amount					Num-ber	Amount	Num-ber	Amount
Total	2,340,862	\$88,872,293	\$37.97	+0.1	+1.2	+5.1	+12.6	Mo.	115,653	\$8,273,930	\$45.60	-0.1	(¹)	+3.9	(¹)
Ala.	62,638	1,198,366	19.13	+1.1	+1.7	+30.9	+38.6	Mont.	10,840	428,095	39.49	-1	+0.1	+1.8	+8.3
Alaska	1,358	58,969	43.42	-4	(¹)	-7	-1.9	Neb.	24,197	958,217	39.60	-1	+2	-3.8	-8
Ariz.	10,722	511,972	47.75	+3	+3	+4.4	+1.1	Nev.	2,113	102,335	48.43	0	+1	+8.8	+13.0
Ark.	45,725	831,908	18.19	+1.1	+1.1	+29.5	+24.2	N. H.	6,816	267,335	39.25	-2	+2	+1.7	+15.4
Calif.	182,925	10,439,143	57.07	+4	+4	+9.3	+18.5	N. J.	23,201	981,306	42.30	-5	+2	+1.0	+6.4
Colo.	44,784	2,711,866	60.58	+2	-28.3	+6.7	+56.0	N. Mex.	8,592	307,028	35.73	+6	+1.0	+15.2	+13.8
Conn.	15,318	738,448	48.21	-1	+2	+3.0	+16.4	N. Y.	111,162	5,545,624	49.89	+6	+4	+4.3	+9.8
Del.	1,290	32,367	25.09	+7	+1.5	+9.6	+3.3	N. C.	42,400	762,058	17.97	+3	+2	+16.8	+19.5
D. C.	2,294	91,237	39.77	+1.2	+1.5	+3	+4	N. Dak.	8,818	346,992	39.35	(¹)	+1.7	-8	+1.0
Fla.	56,358	2,137,472	37.93	+3	+6	+12.6	+18.4	Ohio	122,496	5,087,842	41.53	-3	+2.1	+2.0	+9.6
Ga.	81,317	1,484,415	18.25	+1.9	+6.4	+7.5	+16.8	Okla.	96,032	4,078,062	42.41	-8	-3	-3.8	+4.3
Hawaii	1,933	64,428	33.33	+2.1	+2.8	+20.4	+24.4	Oreg.	22,160	959,625	43.30	+3	+7	+1.1	-1.5
Idaho	10,500	436,901	41.61	-1	(¹)	+1.2	+8	Pa.	88,861	3,103,981	34.93	-5	+1.2	-9	+1.6
Ill.	126,042	5,145,040	40.82	-2	+2.5	-5	+3.9	R. I.	8,862	369,937	41.74	(¹)	+1	+9.3	+21.9
Ind.	50,499	1,610,593	31.89	-2	+7	-10.4	-9	S. C.	32,554	644,232	19.79	(¹)	+1	+20.3	+16.8
Iowa	48,587	2,046,701	42.12	-1	+7	+6	+10.1	S. Dak.	12,165	388,547	31.94	(¹)	+3	-4.8	-6.7
Kans.	35,426	1,397,419	39.45	+4	+3	+7.0	+22.7	Tenn.	50,402	1,026,225	20.36	+2	+1	+13.2	+22.9
Ky.	51,365	892,367	17.37	+2	+3	+12.7	+12.7	Tex.	200,057	6,043,478	30.21	+2	+3	+5.4	+19.5
La.	54,084	1,193,294	22.06	+5	+1.2	+17.8	+9.0	Utah	11,644	544,302	46.75	+5	+6	-9.8	-7.5
Maine	12,840	425,778	33.16	-9.8	-4.4	-17.6	-19.6	Vt.	6,000	199,386	33.23	(¹)	(¹)	+2.0	+19.4
Md.	11,829	382,831	32.36	-4	(¹)	+4	+6.6	Va.	16,424	300,815	18.32	-1	+5	+7.0	+14.2
Mass.	88,080	4,835,181	54.90	+3	+2	+5.0	+14.0	Wash.	63,741	3,602,060	56.51	(¹)	+5	-4.8	-4.0
Mich.	91,052	3,494,669	38.38	-1	+3	-1.3	+5.7	W. Va.	21,989	447,177	20.34	(¹)	+2	+9.2	+13.5
Minn.	54,450	2,335,498	42.89	(¹)	-7	+9	+19.7	Wis.	47,780	1,782,524	37.31	+1	+5	+1.9	+7.6
Miss.	40,598	641,446	15.80	-1.0	-1.2	+5.6	-1.8	Wyo.	3,899	187,671	48.13	+3	+1	+4.1	+3.0

¹ For definitions of terms see the *Bulletin*, January 1948, pp. 24-26. All data subject to revision.

² Decrease of less than 0.05 percent.

³ Increase of less than 0.05 percent.

⁴ Data include \$1,096,446.50 for retroactive payments made in February to offset reductions in November and December 1947 and January 1948. Percentage change not computed.

Table 5.—General assistance: Cases and payments to cases, by State, February 1948¹

State	Number of cases	Payments to cases		Percentage change from—			
		Total amount	Average	January 1948 in—		February 1947 in—	
				Number	Amount	Number	Amount
Total ²	392,000	\$16,733,000	\$42.64	+3.9	+4.6	+13.9	+22.8
Ala.	5,948	92,033	15.47	+3.2	+3.3	+27.3	+24.5
Alaska	145	4,585	31.62	+8.2	+4.8	-7.1	-8.4
Ariz.	2,115	59,840	28.29	+2.7	-4.4	-6.1	-6.3
Ark. ³	2,650	32,892	12.41	+1.1	+1.3	-7	+6
Calif.	29,505	1,338,626	45.37	+3.4	+9.9	+28.8	+29.8
Colo.	4,907	208,856	42.56	+12.2	+14.3	+17.9	+32.8
Conn.	4,931	174,868	44.48	-3	+5	+19.8	+32.8
Del.	964	38,845	40.39	+8.1	+10.1	+36.4	+46.3
D. C.	1,133	50,093	44.21	-2.0	-2.2	-1	-8.2
Fla.	4,100	65,800					
Ga.	3,204	49,108	15.33	-1.1	-1.8	+8.5	+19.7
Hawaii	970	44,735	46.12	+1.7	+3.8	+22.3	+27.1
Idaho ⁴	523	15,834	30.28	-2	-1.3	-1.3	+7.7
Ill.	27,437	1,341,642	48.90	+2.6	+7.2	+17.7	+29.3
Ind. ⁵	11,434	304,265	26.61	(⁶)	-5.1	+6.8	+16.8
Iowa	4,331	127,896	29.53	+3.9	+1.0	-9.2	-3.2
Kans.	5,293	225,433	44.48	+7.0	+11.6	+12.6	+22.7
Ky.	2,544	42,275	16.62	(⁶)	(⁶)	(⁶)	
La.	9,400	211,537	22.36	+1.8	-2.2	+14.3	+22.0
Maine	3,050	132,756	43.53	+2.3	+7.5	+24.7	+34.3
Md.	4,275	166,206	38.88	+1.9	+2.1	-46.7	-44.5
Mass.	17,437	754,565	43.27	+2.5	+1.5	+16.2	+30.5
Mich.	28,492	1,301,725	45.99	+7.6	+6.5	+26.0	+43.9
Minn.	7,076	310,597	43.89	+3.6	+6.2	+10.2	+22.9
Miss.	519	5,440	10.48	-4	+6.7	+23.0	+33.5
Mo. ¹⁰	12,426	358,962	28.89	+2.1	+4.4	-1.9	-3.8
Mont.	1,478	40,162	27.17	+2.7	+2.8	+15.2	+17.1
Neb.	1,944	59,450	30.58	+4.1	+3.3	+1.6	+18.4
Nev.	344	7,764	22.57	+6.5	-10.2	+47.0	+24.6
N. H.	1,384	64,663	39.50	+4.3	+4.4	+13.0	+37.2
N. J.	8,110	428,475	52.83	+7.5	+10.7	+36.9	+51.6
N. Mex. ¹⁰	1,965	42,051	21.40	+8	+1.6	+17.7	+13.9
N. Y.	65,297	4,348,204	66.59	+1.0	+2.5	+30.1	+30.4
N. C.	3,992	53,781	13.78	+12.9	+12.2	+29.4	+33.9
N. Dak.	1,000	31,059	31.06	-3.4	-3	+21.2	+20.7
Ohio	24,331	1,123,274	46.17	+7.7	+10.3	+28.5	+47.7
Okl.	15,980	70,069	(⁶)	(⁶)	+2.8	(¹²)	+19.7
Oreg.	7,453	339,962	45.49	+1.8	+2.6	-5.3	-10.9
Pa.	32,740	1,394,226	38.61	+4	-4.2	+4	+13.9
R. I.	2,917	132,891	45.53	-2.3	-8	+13.8	+24.8
S. C.	4,231	67,524	15.96	+2.0	+2.4	+5	+31.2
S. Dak.	840	21,240	25.29	+1.8	-10.0	-6.4	-9.3
Tenn.	2,058	22,086	10.73	+11.1	+21.5	+28.6	+29.9
Tex.	6,200	102,000					
Utah	1,994	108,545	54.44	+7.4	+9.9	+7.6	+8.8
Vt.	609	15,300					
Va.	4,043	82,754	20.47	+4.1	+2.7	+16.1	+21.6
Wash.	12,097	705,753	58.34	+6.8	+9.6	+14.6	+9.8
W. Va.	3,692	53,475	14.48	+1.2	+2.1	-23.9	-23.0
Wis.	5,504	237,113	43.08	+4.4	+4.1	+9.0	+16.1
Wyo.	521	22,607	43.39	+9.7	+11.9	+12.3	+15.8

¹ For definitions of terms see the *Bulletin*, January 1948, pp. 24-26. All data subject to revision.

² Partly estimated; does not represent sum of State figures because totals exclude payments made in Indiana and New Jersey for, and an estimated number of cases receiving, medical care, hospitalization, and burial only.

³ State program only; excludes program administered by local officials.

⁴ About 5 percent of this figure is estimated.

⁵ Estimated.

⁶ Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents about 60 percent of total.

⁷ Includes unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

⁸ Increase of less than 0.05 percent.

⁹ Not computed; data before February 1948 estimated.

¹⁰ Excludes a few cases and small amount of local funds not administered by State agency.

¹¹ Includes cases receiving medical care only.

¹² Excludes estimated duplication between programs; 2,357 cases were aided by county commissioners and 4,140 cases under program administered by State Board of Public Welfare. Average per case and percentage change in number of cases not computed.

Table 6.—Aid to the blind: Recipients and payments to recipients, by State, February 1948¹

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	January 1948 in—		February 1947 in—	
				Number	Amount	Number	Amount
Total	81,750	\$3,264,849	\$39.94	+0.4	+0.8	+5.8	+14.5
Total, 47 States ²	64,418	2,600,813	40.37	+4	+9	+6.6	+17.5
Ala.	1,075	22,539	20.97	+4	+1.7	+12.0	+17.4
Ariz.	646	36,541	56.57	0	(³)	+7.3	+3.8
Ark.	1,574	33,194	21.09	+6	+3	+14.1	+11.2
Calif.	6,988	506,804	72.52	+1.0	+1.1	+12.5	+40.7
Colo.	386	19,574	50.71	0	+1.5	-9.6	+23.1
Conn.	143	6,102	42.67	-7	-2.1	+5.1	+14.3
Del.	123	3,646	29.64	-1.6	-1.1	+17.1	+24.3
D. C.	216	9,470	43.84	-9	+3	+4.9	+7.2
Fla.	2,786	108,802	39.05	+6	+7	+9.0	+14.1
Ga.	2,271	49,360	21.73	+6	+4.2	+3.2	+11.4
Hawaii	79	2,961	37.48	(⁴)	(⁴)	(⁴)	(⁴)
Idaho	203	9,435	46.48	-1.0	-2	-2.4	-2.0
Ill.	4,694	199,765	42.56	-5	+1.9	-3.8	+7.8
Ind.	1,906	64,639	34.07	-8	+2	-7	+7.7
Iowa	1,196	54,653	45.70	-4	(⁵)	-2.8	-1.6
Kans.	887	37,364	42.12	-1.0	-1.0	-21.1	-14.8
Ky.	1,870	34,528	18.46	+7	+8	+15.4	+16.6
La.	1,589	43,131	27.14	+4	+7	+9.2	+8
Maine	681	22,789	33.46	-2.6	-1.6	-10.4	-12.5
Md.	468	16,498	35.25	+6	+4	+2	+4.1
Mass.	1,256	66,751	53.15	+1.3	+1.8	+10.0	+16.8
Mich.	1,472	60,318	40.98	+5	+5	+6.6	+8.7
Minn.	1,020	50,192	49.21	-8	-2.9	+6.1	+22.1
Miss.	2,136	51,455	24.09	+1.0	+1.0	+12.2	+14.3
Mo.	8,759	82,800	30.00				
Mont.	434	17,814	41.05	+2.8	+2.6	+17.0	+20.8
Neb.	503	22,206	44.15	0	-2.0	+11.5	+26.7
Nev.	27	1,148	(⁴)	(⁴)	(⁴)	(⁴)	(⁴)
N. H.	302	12,523	41.47	+2.7	+3.3	+5.6	+19.9
N. J.	634	27,780	43.82	+1.0	+8	+8.7	+15.4
N. Mex.	406	15,953	39.29	+2	+3	+49.8	+49.4
N. Y.	3,475	191,549	55.12	+1.3	+1.4	+7.2	+12.5
N. C.	3,084	87,965	28.52	+1.1	+2.5	+12.6	+30.1
N. Dak.	120	4,988	41.57	-1.6	+2.8	-3.2	+7.6
Ohio	3,368	131,869	39.15	+7	+1.5	+5.7	+19.1
Okl.	2,589	110,784	42.79	+4	+4	+13.5	+13.3
Oreg.	382	19,181	50.21	+5	+8	+1.1	-4.3
Pa.	14,555	589,394	39.88	+2	+1	+4.5	+5.2
R. I.	143	6,388	44.67	+2.9	+4.0	+18.2	+31.2
S. C.	1,285	28,827	22.43	-4	-4	+13.4	+8.0
S. Dak.	215	6,334	29.46	+1.9	+2.4	-9	-2.3
Tenn.	1,874	56,953	30.39	+1.1	+9	+12.6	+50.4
Tex.	5,487	184,864	33.69	(⁶)	+2	+6.1	+21.2
Utah	143	7,992	55.89	+2.9	+3.7	0	+9.9
Vt.	180	6,731	37.39	-6	-1.7	+4.7	+12.7
Va.	1,182	28,166	23.83	0	+1.1	+10.0	+22.3
Wash.	659	44,781	67.95	+8	+1.3	+1.1	+7.6
W. Va.	885	20,746	23.44	-4	+5	+1.4	+8.3
Wis.	1,287	50,419	39.17	-2	+2	-1.2	+9.2
Wyo.	116	5,189	44.73	+1.8	(⁷)	-9	-11.9

¹ For definitions of terms see the *Bulletin*, January 1948, pp. 24-26. Figures in italics represent programs administered without Federal participation. Data exclude program administered without Federal participation in Connecticut, which administers such program concurrently with program under the Social Security Act. Alaska does not administer aid to the blind. All data subject to revision.

² Under plans approved by the Social Security Administration.

³ Decrease of less than 0.05 percent.

⁴ Average payment not calculated on base of less than 50 recipients; percentage change, on less than 100 recipients.

⁵ Excludes cost of medical care, for which payments are made to recipients quarterly.

⁶ Estimated.

⁷ Represents statutory monthly pension of \$30 per recipient; excludes payment for other than a month.

⁸ Increase of less than 0.05 percent.

ployed.³ Some have a staff of several hundred, but most are very small. More than half the 2,956 offices included in the study had fewer than five

full-time workers, and about 80 percent had fewer than 10. Seventy-three offices were operated by part-time workers only.

Though small offices predominate, the great majority of public assistance employees work in large offices. Thus, three-fourths of all local office personnel are needed to staff the large offices—those with 10 or more employ-

ees—which comprise only a fifth of all offices (table 1). About one-sixth of all local office employees work in New York City (4,000) and Los Angeles (1,328).

The size of local office staffs reflects the combined effect of many factors. Even factors that obviously influence the size of staff, such as population and population density and program

² Only full-time employees on the pay roll are included in the analysis of size and composition of local office staffs. Part-time workers, measured in full-time equivalents, represented only 1 percent of the total.

Table 7.—Aid to dependent children: Recipients and payments to recipients, by State, February 1948¹

State	Number of recipients		Payments to recipients		Percentage change from—					
	Families	Children	Total amount	Average per family	January 1948 in—			February 1947 in—		
					Number of—		Amount	Number of—		Amount
					Families	Children		Families	Children	
Total.....	429,792	1,096,609	\$29,062,674	\$67.62	+1.6	+1.7	+7.9	+18.2	+18.0	+27.5
Total, 50 States ²	429,742	1,096,495	29,061,044	67.62	+1.6	+1.7	+7.9	+18.2	+18.0	+27.5
Alabama.....	10,015	27,492	314,590	31.41	+3.4	+3.3	+3.8	+29.6	+27.3	+28.7
Alaska.....	228	544	7,377	32.36	+4	-1.4	+1.1	+12.9	+7.5	-19.8
Arizona.....	2,384	6,933	115,992	48.65	+1.3	+2.3	+1.9	+8.5	+8.5	+2.0
Arkansas.....	8,517	22,237	301,832	35.44	+2.9	+3.2	+3.0	+47.1	+44.2	+40.7
California.....	14,146	33,032	1,493,857	105.60	+3.5	+2.9	+3.3	+51.5	+42.4	+69.8
Colorado.....	4,466	12,165	354,667	79.41	+2.2	+2.0	+3.4	+11.2	+10.7	+26.2
Connecticut.....	2,674	6,572	270,851	101.29	-4	-6	-4	-1.8	-3.3	+6.7
Delaware.....	329	967	24,137	73.36	+1.2	+8	+1.7	+33.7	+30.7	+8.6
District of Columbia.....	1,233	3,732	94,047	76.27	+2.1	+2.1	+3.3	+4.8	+4.3	+6.4
Florida.....	15,328	37,767	644,035	42.02	+4.3	+4.2	-1.3	+91.7	+90.5	+128.5
Georgia.....	7,634	19,531	273,737	35.86	+6.9	+7.3	+9.4	+26.4	+25.4	+28.5
Hawaii.....	1,246	3,776	106,303	85.32	+1.5	+1.9	+9	+54.4	+52.1	+50.4
Idaho.....	1,846	4,730	147,465	79.88	+1.3	+1.1	+1.4	+9.2	+6.3	+9.8
Illinois.....	21,497	54,468	1,863,432	86.08	+5	+8	+4.8	-7.5	-4.5	-3.0
Indiana.....	8,199	20,238	405,999	49.52	+1.1	+1.3	+2.1	+12.6	+13.7	+42.4
Iowa.....	4,779	12,278	336,038	70.32	+2.9	+2.9	+4.6	+19.4	+19.5	+141.1
Kansas.....	4,980	12,561	359,479	72.18	+8	+6	+1.4	+12.7	+11.9	+15.6
Kentucky.....	12,692	32,146	434,572	34.24	+2.6	+2.6	+2.6	+62.6	+60.0	+33.3
Louisiana.....	13,684	35,512	543,526	39.72	+1.8	+1.8	+2.3	+27.9	+27.6	+11.3
Maine.....	2,107	6,091	166,918	79.22	+3.1	+3.2	+3.0	+10.8	+10.7	-3.7
Maryland.....	5,690	16,531	411,339	72.42	+1.2	+1.2	+1.4	+23.1	+24.9	+62.4
Massachusetts.....	9,940	24,548	1,034,893	104.11	+1.3	+1.3	+2.0	+13.7	+13.5	+22.0
Michigan.....	21,287	50,158	1,653,865	77.69	+2.1	+1.9	+2.2	+12.0	+10.4	+12.0
Minnesota.....	6,588	16,853	452,089	68.62	+1.5	+1.2	+1.5	+18.4	+18.2	+45.3
Mississippi.....	5,680	15,137	149,896	26.39	+7	+7	+6	+22.4	+23.4	+22.4
Missouri.....	20,036	51,902	1,834,734	91.57	-2	-1	(1)	+11.1	+10.1	(1)
Montana.....	1,850	4,889	130,346	70.46	+3.1	+2.7	+3.5	+16.6	+15.6	+29.0
Nebraska.....	3,190	7,560	236,200	74.04	+5	+3	+1.0	+6.5	+6.4	(1)
Nevada.....	80	114	1,630	32.69	(1)	(1)	(1)	(1)	(1)	(1)
New Hampshire.....	1,198	3,029	97,244	81.17	+1.7	+2.0	+2.5	+14.4	+12.7	+19.8
New Jersey.....	4,564	11,860	372,100	81.53	+2.1	+2.8	+3.0	+18.6	+20.7	+31.7
New Mexico.....	4,252	11,230	233,024	54.80	+2.6	+2.7	+2.7	+30.3	+31.3	+48.3
New York.....	44,643	104,093	4,571,932	102.41	+1.4	+1.8	+3.6	+26.5	+23.8	+25.6
North Carolina.....	8,693	24,735	306,424	35.25	+1.9	+1.9	+2.2	+23.2	+23.2	+23.9
North Dakota.....	1,012	4,379	138,135	85.69	+2.2	+2.1	+13.9	-4	-1.2	+19.9
Ohio.....	9,718	26,373	685,907	70.59	+5	+5	+1.7	+8.3	+7.0	+13.0
Oklahoma.....	22,980	56,399	1,003,298	44.24	-1.2	-1.1	+20.4	-9.3	-6.7	-10.9
Oregon.....	2,463	6,346	243,955	92.05	+2.9	+2.3	+3.0	+45.7	+46.9	+30.3
Pennsylvania.....	39,834	103,120	3,091,775	76.86	+1.1	+1.3	+4.7	+6.7	+7.0	+12.9
Rhode Island.....	2,680	6,713	211,408	78.88	+1.1	+1.2	+1.2	+26.6	+25.7	+34.6
South Carolina.....	6,537	18,172	168,707	25.81	+1.9	+2.1	+2.1	+32.0	+34.1	+25.8
South Dakota.....	1,777	4,402	80,535	45.32	+2.1	+1.5	+1.7	-7.1	-6.8	-8.8
Tennessee.....	14,906	40,296	694,342	44.30	+1.0	+1.0	+7	+18.2	+19.9	+49.1
Texas.....	16,759	42,317	624,372	37.26	+1.9	+2.1	-1.0	+38.2	+38.7	+99.4
Utah.....	2,405	7,489	287,935	102.54	+3.1	+2.1	+3.2	+17.7	+16.3	+18.7
Vermont.....	785	2,126	37,263	47.47	+2.3	+2.2	+2.5	+19.8	+17.8	+24.1
Virginia.....	5,076	14,598	209,134	41.20	+1.5	+1.7	+2.2	+21.8	+20.4	+32.6
Washington.....	7,863	19,103	781,142	99.34	+2.8	+2.5	+3.4	+19.7	+19.1	+9.9
West Virginia.....	10,763	29,699	440,190	40.90	+1.3	+1.5	+1.6	+18.6	+18.3	+25.3
Wisconsin.....	7,415	18,539	645,887	87.11	+1.0	+1.0	+2.6	+8.4	+9.3	+18.5
Wyoming.....	394	1,127	34,351	87.19	+1.8	+2.0	+3.0	-5	-7	+2.6

¹ For definitions of terms see the *Bulletin*, January 1948, pp. 24-26. Figures in *italics* represent program administered without Federal participation. Data exclude programs administered without Federal participation in Florida, Kentucky, and Nebraska, which administer such programs concurrently with programs under the Social Security Act. All data subject to revision.

² Under plans approved by the Social Security Administration.

³ Excludes cost of medical care, for which payments are made to recipients quarterly.

⁴ Data include \$807,507.50 for retroactive payments made in February to offset reductions in November and December 1947 and January 1948. Percentage change not computed.

⁵ Decrease of less than 0.05 percent.

⁶ Percentage change not calculated on base of less than 100 families.

coverage, cannot be isolated and their influence separately appraised. Similarly it is impossible to determine the effect on size of staff of the standards of work each agency expects to maintain; of the varying numbers of workers, depending on their competence, that are required to meet a specified standard of work; and of funds available for salaries. Consideration of these factors would underlie an agency's decision as to the number of cases each worker would be expected to carry.

Employees in local public assistance offices are usually in one of four major groups—director, supervisor, visitor, clerk. Some local offices, however, reported employees in other classifications, such as technician, administrative assistant, specialist, or maintenance and custodial worker. The number of full-time employees in each of these five groups was as follows:

Type of position	Number	Percentage distribution
Total	32,122	100.0
Director	2,657	8.3
Supervisor	1,675	5.2
Visitor	14,819	46.1
Clerk	11,635	36.2
Other	1,336	4.2

Directors, visitors, and clerks are found in most offices; supervisors and other workers, in relatively few. Offices without employees in each of the three most common positions are, with few exceptions, very small. These very small offices, that is, with fewer than five full-time employees, represent more than half the total (table 2).

There is considerable uniformity among States in the types of positions filled by full-time employees in these small offices. Usually the one-person office has a director; the two-person office, a director and clerk; the three-person office, a director, visitor, and clerk; and the four-person office, a director with either two visitors and a clerk or two clerks and a visitor.

About 90 percent of the offices employed a full-time director as the responsible head. Of the remaining 10 percent, about a third had a part-time director; such offices were scattered among 14 States. Most of the others were in the three agencies that do not

provide for this position in any local office. The rest of the offices without a director presumably had vacant positions.

Approximately a fourth of the directors either worked alone or had only a clerical staff. More than 90 percent of those directors were in the one or two-person offices of 32 State agencies. At the other extreme a few directors had office staffs of hundreds of workers in many different types of positions.

Visitors, employed by local offices of all State agencies, represented the largest group of workers in most offices. Nevertheless, a fourth of the local offices, usually the one or two-person offices in which a director-worker performed the social work activities, included no full-time visitors.

Most offices with full-time visitors also employed clerical personnel. Only 15 percent of the offices had no full-time clerical help, and less than 2 percent of the visitors were in these offices. About a fourth of such offices and a large proportion of the visitors in them were in one State. Most of the others were "director only" offices. For each full-time visitor there was, for all agencies combined, less than one full-time clerk; more precisely, there were 8 clerks for every 10 visitors.

Personnel classified as supervisors are for the most part employed only in a few large offices. For this study the class of supervisor was defined to include only employees whose major function is the supervision of visitors or other supervisors of visitors. To the extent that supervision is provided by other personnel, such as a State field representative or a director or senior case worker, the data understate the amount of supervision in local offices.

About a sixth of all offices had supervisors. More than half the 1,675 supervisors reported were attached to the few offices with 100 or more employees, and only a fifth, to those with less than 25. California, Illinois, New York, Pennsylvania, and Washington, the five States with the largest numbers of supervisors, employed three-fifths of the total. New York alone employed 469. Connecticut, Florida, and West Virginia, which are organized on a district basis, had supervisors in all local offices. At the other extreme, nine States⁴ had no supervisor in any of their 353 local offices. In offices with supervisors, there were, on the average, six visitors for each supervisor.

⁴ Idaho, Mississippi, Montana, Nevada, North Dakota, South Dakota, Texas, Vermont, Wyoming.

Social and Economic Data

Social Security and Other Income Payments

Personal Income

Personal income in February—at an annual rate of \$207.1 billion—was 2 percent below the January level and 9 percent above that a year earlier (table 1). Social insurance and related payments were the only major segment of personal income to fall below the February 1947 amount, dropping about one-tenth.

Employees' income was about 8 percent above that a year earlier; proprietors' and rental income gained 13 percent; personal interest income and dividends increased 12 percent; public aid, about 20 percent; and miscel-

laneous income payments, nearly 70 percent.

Social Insurance and Related Payments

Disbursements under the selected social insurance and related programs in February—\$368 million—dropped 2 percent below the January amount and were 10 percent below the total a year earlier (table 2).

Payments under the selected programs in February accounted for about 60 percent of all social insurance and related payments, as estimated by the Department of Commerce; this was about the same proportion as in February 1947.

State unemployment insurance benefits and veterans' unemployment allowances moved upward in Febru-

Table 1.—Personal income by specified period, 1940-48

[In billions; seasonally adjusted, at annual rates]

Year and month	Total	Employ- ees' in- come ¹	Proprietors' and rental income	Personal interest income and divi- dends	Public aid ²	Social in- surance and related payments ³	Miscellane- ous income payments ⁴
1940.....	\$78.3	\$47.6	\$16.3	\$9.4	\$2.7	\$1.7	\$0.6
1941.....	95.3	60.0	20.8	9.9	2.4	1.6	.6
1942.....	122.2	80.2	28.1	9.7	1.7	1.8	.7
1943.....	149.4	104.0	32.1	10.0	1.0	1.6	.7
1944.....	164.9	116.0	34.4	10.7	1.0	1.8	1.0
1945.....	171.6	117.6	37.1	11.6	1.0	2.9	1.4
1946.....	177.2	112.5	41.8	13.3	1.2	7.2	1.2
1947.....	196.8	123.4	47.8	14.8	1.5	7.4	1.9
1947							
February.....	189.5	118.9	45.9	14.1	1.4	7.9	1.3
March.....	190.6	118.8	46.8	14.2	1.5	7.9	1.4
April.....	189.4	117.8	46.5	14.3	1.5	7.9	1.4
May.....	190.5	119.0	46.5	14.4	1.5	7.6	1.5
June.....	194.1	121.6	47.1	14.6	1.5	7.4	1.9
July.....	194.9	121.4	47.4	14.7	1.5	7.5	2.4
August.....	193.8	122.7	45.5	14.9	1.5	7.2	2.0
September.....	202.9	135.7	48.1	15.6	1.5	7.0	2.0
October.....	203.2	127.0	50.4	15.4	1.6	6.8	2.0
November.....	204.2	129.0	49.9	15.5	1.6	6.5	1.7
December.....	210.4	130.7	54.0	15.6	1.6	6.8	1.7
1948							
January.....	211.4	130.5	54.5	15.7	1.6	7.1	2.0
February.....	207.1	128.7	51.7	15.8	1.7	7.0	2.2

¹ Civilian and military pay in cash and in kind in the continental United States, pay of Federal civilian and military personnel stationed abroad, other labor income (except compensation for injuries), mustering-out pay, and terminal-leave pay. Military pay includes the Government's contribution to allowances for dependents of enlisted personnel. Civilian wages and salaries represent net earnings after employee contributions under social insurance and related programs have been deducted; data exclude work relief earnings.

² Payments to recipients under 3 special public assistance programs and general assistance. Includes payments for care of children in private foster homes; for 1940-43, includes work relief earnings of persons who were employed by WPA, NYA, and CCC, and value of food and cotton stamps; for 1940-42, includes subsistence grants to farmers.

³ Includes payments of old-age and survivors insurance, railroad retirement, Federal, State, and local retirement, veterans' pensions and compensation, workmen's compensation, State and railroad unemployment insurance and sickness compensation, and readjustment and subsistence allowances to veterans under the Servicemen's Readjustment Act.

⁴ Includes veterans' bonus (Federal and State), payments under the Government life insurance, national service life insurance, and military and naval insurance programs, the Government's contribution to nonprofit organizations, and business transfer payments.

Source: Department of Commerce, Office of Business Economics.

ary, though the increases were relatively small, and disbursements remained well below the levels a year earlier. Railroad unemployment benefits, after increasing in the 2 preceding months, fell 15 percent.

A distribution of survivor benefits in current-payment status at the end of February under the Social Security Act and under the amended Railroad Retirement Act is shown below. The average widow's benefit under the latter act was 43 percent more than under the Social Security Act, and for children of deceased wage earners, the average was about 30 percent greater. Under the Railroad Retirement Act, widow's benefits predominated chiefly as a result of the amendments in 1946, under which annuities became payable (effective January 1947) to eligible widows of former pensioners and to certain widows of annuitants who had died at any time since the original act became effective

in 1937. Under the Social Security Act, child beneficiaries were more numerous and in February represented 62 percent of all survivor benefits in current-payment status.

Type of benefit	Social Security Act		Railroad Retirement Act	
	Num- ber	Average benefit	Num- ber	Average benefit
Widow's.....	170,969	\$20.43	50,351	\$29.17
Widow's current.....	136,379	20.50	8,525	26.99
Child's.....	513,290	12.84	25,973	16.77
Parent's.....	10,299	13.48	465	16.50

About a quarter of a million more retirement and supplementary benefits were in current-payment status under the Social Security Act in February than a year earlier. Some 1.2 million beneficiaries received payments at a monthly rate of \$26.7 million; this amount was one-fourth more than in February 1947.

Trustees' Report on Old-Age and Survivors Insurance Trust Fund

The eighth annual report of the Board of Trustees of the old-age and survivors insurance trust fund, submitted in accordance with the requirements of section 201 of the Social Security Act, as amended, was received by Congress early in April. In this report the Board of Trustees, consisting of the Secretary of the Treasury, the Secretary of Labor, and the Federal Security Administrator, describes the operations of the Federal old-age and survivors insurance trust fund in the fiscal year ended June 30, 1947, discusses the expected receipts and disbursements of the fund in the 5 following fiscal years, and, in the section on the actuarial status of the fund, presents long-range cost estimates.

Operations During 1946-47

The Trustees state that the operations under the old-age and survivors insurance program were affected by the economic developments during the fiscal year 1947, when civilian employment rose to an all-time peak of 60 million and nonagricultural employment to the unprecedented level of almost 50 million, when unemployment was at a figure so low as to approximate frictional unemployment, and when inflationary pressures affecting prices and wage rates prevailed despite the highest level of industrial production ever attained in peacetime. In each quarter of the year the number of workers in covered employment and the total wage payments on which Federal insurance contributions and wage credits are based were higher than in the corresponding quarter at the peak of wartime activity. Collections during the year amounted to \$1,459 million, 18 percent above those in the preceding fiscal year and 11 percent above those in the fiscal year 1945, although the contribution rates for employers and employees remained unchanged at 1 percent each. Additional receipts of the fund in the fiscal year 1947 consisted of \$163 million in interest earned on investments and \$375,000

Table 2.—Selected social insurance and related programs, by specified period, 1940-48

[In thousands; data corrected to Apr. 5, 1948]

Year and month	Total	Retirement, disability, and survivor programs										Unemployment insurance programs			Read-justment allowances to self-employed veterans ¹⁴		
		Monthly retirement and disability benefits ¹				Survivor benefits				Sickness benefits ¹¹		State unem-employment insurance laws ¹²	Service-men's Read-justment Act ¹³	Rail-road Unem-employment Insurance Act ¹³			
		Social Security Act ²	Rail-road Retirement Act ²	Civil Serv-ice Com-mis-sion ⁴	Veter-ans Ad-minis-tration ⁵	Monthly		Lump-sum ⁶		Social Security Act ⁷	Other ¹⁰					State laws ¹¹	Rail-road Unem-employment Insurance Act ¹³
						Social Security Act ²	Rail-road Retirement Act ⁷	Veter-ans Ad-minis-tration ⁸	Social Security Act ⁹								
Number of beneficiaries																	
1947																	
February	983.0	185.8	107.6	2,346.2	725.8	11.6	873.1	14.0	8.9	21.8	-----	911.3	1,148.9	83.1	172.0	-----	
March	1,003.8	186.3	109.0	2,352.9	735.0	22.1	876.9	16.7	9.7	23.5	-----	975.4	1,073.0	75.6	231.0	-----	
April	1,023.7	188.6	110.5	2,356.1	747.9	28.2	878.8	19.9	10.7	26.5	-----	929.8	903.3	69.1	223.6	-----	
May	1,045.3	191.9	111.6	2,355.6	759.9	32.1	886.8	19.2	9.8	26.9	-----	940.3	752.2	48.3	248.6	-----	
June	1,063.6	194.1	112.6	2,354.3	768.7	37.1	896.8	16.0	11.3	25.8	-----	1,006.7	712.9	39.5	257.1	-----	
July	1,081.5	197.8	114.3	2,351.6	773.8	42.3	907.3	15.6	10.9	25.3	4.5	953.6	751.3	31.1	212.1	-----	
August	1,098.1	201.0	115.9	2,345.7	778.9	47.5	914.7	14.4	9.6	23.0	18.3	914.6	734.6	34.0	186.1	-----	
September	1,115.0	203.4	117.6	2,340.6	788.3	51.9	919.4	15.4	10.1	22.2	24.7	779.4	615.1	37.6	142.3	-----	
October	1,132.5	207.2	119.3	2,337.4	798.2	60.3	925.8	17.5	10.9	22.9	31.2	655.9	427.8	44.3	106.4	-----	
November	1,147.1	209.9	120.6	2,335.5	805.3	69.8	929.9	13.8	9.2	19.8	26.1	593.4	397.1	33.7	68.0	-----	
December	1,165.4	211.6	121.9	2,335.2	812.9	78.6	936.7	14.1	11.2	22.5	31.2	621.4	464.6	46.6	72.9	-----	
1948																	
January	1,186.8	212.9	122.5	2,331.8	821.3	84.4	941.0	15.5	10.3	22.2	34.5	800.5	590.9	54.2	59.9	-----	
February	1,210.0	214.0	123.0	2,328.3	830.8	89.6	944.7	15.3	11.0	20.4	32.5	770.9	639.8	48.7	61.4	-----	
Amount of benefits ¹⁵																	
1940	\$1,188,702	\$21,074	\$114,166	\$62,019	\$317,851	\$7,784	\$1,448	\$105,696	\$11,736	\$12,267	-----	\$518,700	-----	\$15,961	-----	-----	
1941	1,065,488	55,141	119,912	64,933	320,561	25,454	1,559	111,799	13,328	13,943	-----	344,321	-----	14,537	-----	-----	
1942	1,130,721	80,305	122,806	68,115	325,265	41,702	1,603	111,193	15,038	14,342	-----	344,084	-----	6,208	-----	-----	
1943	921,463	97,257	125,795	72,961	331,350	57,763	1,704	116,133	17,830	17,255	\$2,857	79,643	-----	917	-----	-----	
1944	1,119,684	119,009	129,707	78,081	456,279	76,942	1,765	144,302	22,146	19,238	5,035	72,385	\$4,113	582	\$102	-----	
1945	2,067,434	157,391	137,140	85,742	697,830	104,231	1,772	254,238	26,135	23,431	4,669	445,866	114,955	2,359	11,675	-----	
1946	5,152,218	230,285	149,188	96,418	1,298,984	130,139	1,817	333,640	27,267	30,610	4,761	1,095,475	1,491,294	39,917	232,424	-----	
1947	4,699,111	299,830	177,033	108,691	1,674,761	153,109	19,283	384,253	29,517	33,115	22,024	\$11,368	776,164	772,368	39,401	198,174	-----
1947																	
February	408,094	21,311	13,035	8,794	140,143	11,156	355	31,840	2,119	2,633	1,571	65,910	88,401	4,851	15,975	-----	
March	424,233	21,785	13,079	8,874	142,166	11,314	663	32,031	2,533	2,693	1,872	71,545	89,100	4,954	21,024	-----	
April	415,448	22,238	13,241	8,984	140,691	11,532	840	31,803	3,026	2,967	2,176	71,569	78,864	4,299	23,213	-----	
May	399,569	22,743	13,482	8,956	140,115	11,736	951	31,505	2,940	2,320	2,167	72,295	63,763	3,107	33,489	-----	
June	392,179	23,173	13,632	8,896	134,942	11,806	1,075	32,137	2,437	3,085	2,072	73,559	58,542	2,490	24,241	-----	
July	400,290	23,599	13,891	9,055	136,583	12,000	1,198	31,209	2,402	3,008	2,076	76,534	66,239	1,833	20,339	-----	
August	384,666	23,905	14,100	9,164	137,346	12,100	1,308	32,578	2,215	2,435	1,878	71,555	66,804	59,521	2,107	17,559	-----
September	363,508	24,395	14,251	9,154	132,717	12,261	1,397	31,948	2,394	2,726	1,799	59,258	53,336	2,352	13,406	-----	
October	350,664	24,815	14,488	9,358	141,603	12,431	1,589	32,277	2,731	2,975	1,854	52,795	38,153	2,832	9,967	-----	
November	326,197	25,157	14,653	9,469	143,213	12,555	1,831	31,135	2,132	2,464	1,612	41,677	29,554	2,121	6,309	-----	
December	355,167	25,585	14,738	9,395	145,387	12,692	2,040	33,562	2,202	2,833	1,824	52,202	40,209	2,977	6,631	-----	
1948																	
January	375,524	26,092	14,840	9,479	149,254	12,842	2,170	34,148	2,444	2,463	1,814	59,161	48,933	3,370	5,391	-----	
February	367,995	26,658	14,910	9,522	140,388	13,016	2,283	32,356	2,436	3,181	1,773	60,730	49,466	2,867	5,681	-----	

¹ Preliminary.² Old-age retirement benefits under all acts, disability retirement benefits under the Railroad Retirement and the Civil Service Retirement Acts, and disability payments to veterans.³ Primary and wife's benefits and benefits to children of primary beneficiaries. Partly estimated.⁴ Age and disability annuitants and pensioners in current-payment status at end of month, and amounts certified, minus cancellations, during year.⁵ Retirement and disability benefits include survivor benefits under joint and survivor elections. Payments principally from civil-service retirement and disability fund but also from Canal Zone and Alaska Railroad retirement and disability funds administered by the Civil Service Commission. Monthly retirement payments include accrued annuities to date of death paid to survivors. Refunds to employees leaving the service are not included but are summarized in the February and August issues of the Bulletin.⁶ Veterans' pensions and compensation.⁷ Widow's, widow's current, parent's, and child's benefits. Partly estimated.⁸ Annuities to widows under joint and survivor elections, 12-month death-benefit annuities to widows and next of kin, and, beginning February 1947, widow's, widow's current, parent's, and child's benefits in current-payment status.⁹ Payments to widows, parents, and children of deceased veterans.¹⁰ Number of decedents on whose account lump-sum payments were made, and amount certified for payment.¹¹ Payments under the Railroad Retirement Act and Federal civil-service and veterans' programs. Partly estimated. Annual data are shown separately for these 3 programs in the August Bulletin each year.¹² Compensation for temporary disability payable in Rhode Island beginning April 1943, in California beginning December 1946, and under the Railroad Unemployment Insurance Act beginning July 1947; includes maternity benefits in Rhode Island and under the Railroad Unemployment Insurance Act; excludes benefits under private plans in California.¹³ Before January 1948, number represents average weekly number of beneficiaries; beginning January 1948, number represents number during week ended nearest 15th of month. Annual amounts adjusted for voided benefit checks; monthly amounts not adjusted. Beginning July 1947, State unemployment insurance data include reconversion unemployment benefits for seamen.¹⁴ Number represents average number of persons receiving benefits in a 14-day registration period. Annual amounts adjusted for underpayments and recoveries of overpayments; monthly figures not adjusted.¹⁵ Readjustment allowances to unemployed veterans only. Before January 1948, number represents average weekly number of continued claims during weeks ended nearest 15th of month; beginning January 1948, number represents number of continued claims during week ended nearest 15th of month.¹⁶ Number and amount of claims paid during month under the Servicemen's Readjustment Act.¹⁷ Payments to individuals: annual and lump-sum payments (amounts certified, including retroactive payments) and monthly payments in current-payment status, under the Social Security and the Railroad Retirement Acts; amounts certified under the Railroad Unemployment Insurance Act; disbursements under the Civil Service Commission and the Veterans Administration programs; checks issued by State agencies, under State unemployment insurance and State sickness compensation programs and under the Servicemen's Readjustment Act.¹⁸ Source: Based on reports of administrative agencies.

transferred from general funds of the Treasury to meet the administrative costs of benefits payable to survivors of certain World War II veterans as defined in title II of the Social Security Act Amendments of 1946.

The report notes that disbursements from the trust fund during the fiscal year 1947 consisted of \$426 million for benefit payments and \$41 million for administrative expenses. Benefit payments during the year exceeded payments in the preceding year by 33 percent, reflecting primarily the increased number of persons drawing benefits. Approximately 67 percent of the benefits represented monthly payments to persons aged 65 or over—retired wage

earners and their wives, and aged widows and parents of deceased wage earners. Another 26 percent represented monthly benefits on behalf of children of deceased or retired workers, and payments to widows—practically all of them under age 65—who had children of deceased wage earners in their care. The balance of the benefits consisted of lump-sum amounts to survivors who were not immediately entitled to monthly benefits. At the end of June 1947 approximately 1.8 million persons were receiving monthly benefits as against 1.5 million a year earlier.

During the year the fund's assets increased by \$1,157 million to \$8,798

million. The entire increment, plus \$37 million of the cash balance at the end of the previous year, was invested in United States Government securities, bringing the total holdings of the fund to \$8,742 million. At the end of June 1947 the investments held by the fund consisted of \$1,638 million of regular Treasury bonds, \$1,109 million of special Treasury notes, and \$5,995 million of special certificates of indebtedness. Cash balances amounted to \$56 million.

The Next 5 Years

In their year-by-year outline of the fund's expected operations and status during the next 5 years, the Trustees

Table 3.—Contributions and taxes under selected social insurance and related programs, by specified period, 1945-48

[In thousands]

Period	Retirement, disability, and survivors insurance			Unemployment insurance		
	Federal insurance contributions ¹	Federal civil-service contributions ²	Taxes on carriers and their employ-ees	State unemployment contributions ³	Federal unemployment taxes ⁴	Railroad unemployment insurance contributions
Fiscal year:						
1945-46	\$1,238,218	\$528,049	\$282,610	\$1,009,091	\$179,930	\$129,126
1946-47	1,459,492	481,448	380,057	1,001,504	184,823	141,750
8 months ended:						
February 1946	883,519	440,238	146,168	757,646	150,726	66,532
February 1947	1,016,778	394,035	176,469	686,773	155,961	73,255
February 1948	1,118,833	399,745	283,375	749,847	177,488	71,983
1947						
February	260,183	21,218	4,927	125,902	115,847	1,137
March	25,377	20,657	76,784	6,286	12,044	34,175
April	69,005	23,939	2,608	110,021	3,548	351
May	340,382	19,761	12,185	191,462	11,924	1,481
June	7,950	23,064	112,011	7,584	1,347	32,487
July	72,390	16,422	5,997	117,366	2,054	104
August	329,258	266,514	13,018	171,248	9,409	1,776
September	13,861	18,951	116,289	6,225	2,790	29,115
October	65,592	20,297	4,214	107,752	561	3,667
November	310,496	18,786	8,573	182,680	9,822	1,809
December	14,078	20,142	126,245	7,479	1,498	34,767
1948						
January	35,496	20,084	2,539	77,515	12,906	33
February	277,662	18,579	6,499	109,583	138,448	1,212

¹ Represents contributions of employees and employers in employments covered by old-age and survivors insurance.

² Represents employee and Government contributions to the civil-service, Canal Zone, and Alaska Railroad retirement and disability funds; in recent years Government contributions are made in 1 month for the entire fiscal year.

³ Represents deposits in State clearing accounts of contributions plus penalties and interest collected from employers and, through April 1946, contributions from employees in 4 States; employee contributions beginning May 21, 1946, in California and beginning July 1, 1946, in Rhode Island, are deposited in the respective State sickness insurance funds. Data reported by State agencies; corrected to Apr. 15, 1948.

⁴ Represents taxes paid by employers under the Federal Unemployment Tax Act.

⁵ Represents August contributions of \$19.6 million from employees, and contributions for fiscal year 1947-48 of \$245.4 million from the Federal Government and \$1.5 million from the District of Columbia for certain District Government employees.

Source: *Daily Statement of the U. S. Treasury*, unless otherwise noted.

Table 4.—Federal appropriations and expenditures under Social Security Administration programs by specified period, 1946-48

[In thousands]

Item	Fiscal year 1946-47		Fiscal year 1947-48	
	Appropriations ¹	Expenditures through February 1947 ²	Appropriations ¹	Expenditures through February 1948 ²
Total	\$1,190,088	\$808,318	\$1,404,288	\$935,247
Administrative expenses	38,733	32,624	42,476	35,935
Federal Security Agency, Social Security Administration ³	38,583	25,163	42,376	27,562
Department of Commerce, Bureau of the Census	150	95	100	61
Department of the Treasury ⁴	(⁵)	7,366	(⁵)	8,313
Grants to States	715,773	503,714	816,612	571,294
Unemployment insurance administration	58,109	45,914	65,612	48,094
Old-age assistance	619,000	352,365	726,000	395,260
Aid to the blind		10,342		11,703
Aid to dependent children		76,158		99,223
Maternal and child health services	⁶ 11,000	5,083	11,000	7,443
Services for crippled children	⁶ 7,500	3,793	7,500	5,152
Child welfare services	⁶ 3,500	1,398	3,500	2,558
Emergency maternity and infant care	16,664	8,660	3,000	1,861
Benefit payments, old-age and survivors insurance	⁷ 425,582	⁷ 271,981	⁸ 543,000	⁷ 328,018
Reconversion unemployment benefits for seamen			2,200	(⁹)

¹ Excludes unexpended balance of appropriations for preceding fiscal year.

² Includes expenditures from unexpended balance of appropriations for preceding fiscal year.

³ Appropriations and expenditures for salaries and allotments, and expenditures for printing and binding, penalty mail, and traveling expenses.

⁴ Amounts expended by Treasury in administering title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed from old-age and survivors insurance trust fund to general fund of Treasury.

⁵ Not available because not separated from appropriations for other purposes.

⁶ Maximum grants authorized by Social Security Act Amendments of 1946; actual appropriations were \$12,705,000, \$8,467,500, and \$4,127,500.

⁷ Actual payments from old-age and survivors insurance trust fund.

⁸ Estimated expenditures as shown in 1947-48 budget.

⁹ Not available.

Source: Federal appropriation acts and 1947-48 budget (appropriations); *Daily Statement of the U. S. Treasury* and reports from administrative agencies (expenditures).

point out that both the receipts and the expenditures of the fund are substantially affected by general economic conditions. They present two alternative estimates of income and disbursements, based on two sets of economic assumptions. Alternative I shows the effect of reasonably optimistic assumptions; alternative II, the effect of moderately pessimistic assumptions. It is stated, however, that the estimates based on the pessimistic assumptions do not reflect the effect on income and disbursements should a deep depression occur during the next 5 years. For both alternative I and alternative II, it is assumed that the present statutory coverage of old-age and survivors insurance will remain unchanged throughout the period under consideration. The computations of tax income are based on scheduled contribution rates, which are 1 percent each on employer and employee on wages paid during the calendar years 1947, 1948, and 1949, 1½ percent each during 1950 and 1951, and 2 percent each during the calendar year 1952 and thereafter.

Under the first set of assumptions the fund's annual income is expected to increase each year, reaching \$3.3 billion in the fiscal year 1952. Expenditures for that year are estimated at \$910 million. The assets of the trust fund at the start of the fiscal year 1948 would amount to 9.7 times the highest expected annual disbursements during the succeeding 5 years.

On the basis of the less favorable economic assumptions, the report estimates that the income will rise to about \$3 billion in the fiscal year 1952 and that payments from the fund that year will equal \$1,019 million. Under these conditions, the assets of the trust fund at the beginning of the 5-year period would amount to 8.6 times the highest expected annual disbursements during the period. Estimates of disbursements under both sets of economic assumptions include benefit payments to survivors of certain World War II veterans in accordance with title II of the Social Security Act Amendments of 1946.

Year-by-year estimates of expenditures from the fund, on the basis of the two sets of economic assumptions, are as follows:

Fiscal year	Expenditures under—	
	Alternative I (in millions)	Alternative II (in millions)
1948	\$558	\$558
1949	650	730
1950	734	839
1951	822	942
1952	910	1,019

The Trustees indicate the reservations to be attached to these 5-year estimates and point out the influence of future employment and wage levels on the financial operations of the old-age and survivors insurance program—particularly on expenditures for retirement benefits. Special emphasis is laid on the steady growth in the number of workers potentially eligible for primary benefits. This growth results in part from the increase in the aged population, but in even greater measure from the fact that with each passing year an increasingly larger proportion of the persons who reach age 65 are fully insured under the program.

Long-Range Costs

In the present report the long-range cost estimates show little change from those prepared for the preceding report of the Board. In last year's report the cost illustrations attempted to take into account the foreseeable effects of the war and its termination on the demographic and economic factors affecting the long-run costs of the insurance program. The past year's experience has not indicated any great need to modify those estimates other than to allow for the new contribution schedule introduced in the Social Security Act Amendments of 1947. The work of revision is necessarily a continuous process, however, and new cost illustrations will no doubt be necessary within a few years.

The report summarizes recent developments and some of their implications for future long-run trends in several factors of actuarial significance, including population, especially birth-rate trends; mortality rates; marital and family composition; covered employment experience; remarriage rates; employment of beneficiaries; and average wages in covered employment.

The Trustees present basic series regarding future beneficiaries and estimated costs, developed on "high" economic assumptions (intended to represent close to full employment with average wages at about the level prevailing in 1944-46) and on "low" economic assumptions (intended to represent employment conditions similar to those prevailing shortly before the Nation entered the war). The report indicates that the actual future experience will probably be closer to the high than to the low economic assumptions, in view of the current level of business activity and the established national policy of maintaining conditions conducive to full employment. Within each of the two sets of assumptions there is a further subdivision into a low-cost example and a high-cost example, reflecting possible variations in such basic cost factors as mortality, fertility, retirement rates, and movement between covered and noncovered employment. Four alternative cost series are thus derived that include estimates of the number of beneficiaries in each decennial year to 2000, and illustrative projections of benefit payments, contribution income, and the relation of the two.

In the year 2000, benefit payments are estimated at \$3.8 billion under the lowest of the series and \$8.5 billion under the highest. The range in benefits as percent of pay rolls is from 4.2 to 10.5 percent. The estimated level-premium cost of the program into perpetuity varies, under the four alternative assumptions, from 3.0 to 7.0 percent. The long-run cost figures presented are the same as those in the seventh Trustees' report. They are considerably lower than those in the fourth, fifth, and sixth reports, and much less than the cost estimates developed when the 1939 amendments to the program were proposed.

The report includes a special computation to show the effect on costs in the year 2000 of a 1-percent annual increase in average wages. Under this assumption the lowest figure is 3.4 percent, and the highest is 7.7 percent. These estimates are lower than those noted above under a level wage.

The long-run cost figures of bene-

Table 5.—Status of the old-age and survivors insurance trust fund, by specified period, 1937-48

[In thousands]

Period	Receipts		Expenditures		Assets			
	Transfers and appropriations to trust fund ¹	Interest received	Benefit payments	Administrative expenses	Net total of U. S. Government securities acquired ²	Cash with disbursing officer at end of period	Credit of fund account at end of period	Total assets at end of period
Cumulative, January 1937-February 1948.....	\$10,838,915	\$621,778	\$1,857,596	\$261,631	\$9,425,125	\$163,443	\$52,898	\$9,641,466
Fiscal year:								
1945-46.....	1,238,218	147,766	320,510	37,427	1,002,453	49,167	43,527	7,641,428
1946-47.....	1,459,867	163,466	425,582	40,788	1,193,600	48,751	7,305	8,796,390
6 months ended:								
February 1946.....	883,519	32,083	200,309	22,590	498,143	46,153	215,538	7,306,114
February 1947.....	1,016,778	54,204	271,981	26,177	530,000	51,597	253,920	8,414,252
February 1948.....	1,119,533	82,034	328,018	30,473	682,791	163,443	52,898	9,641,466
1947								
February.....	266,183		35,574	3,905		51,587	283,920	8,414,252
March.....	25,577	9,242	37,138		240,000	48,306	40,766	8,407,806
April.....	69,005		35,817	3,767		46,880	68,612	8,434,226
May.....	340,382		38,651	3,327		53,322	360,574	8,732,630
June.....	8,325	100,020	38,995	3,590	423,600	48,751	7,305	8,796,390
July.....	72,390	64	39,314	3,854	-42,000	54,930	72,412	8,827,676
August.....	329,958		39,206	3,361		55,927	358,806	9,115,066
September.....	13,861	9,242	39,874	3,550	300,000	66,736	27,676	9,094,746
October.....	65,592		41,602	4,470		65,130	48,722	9,114,206
November.....	310,496		40,933	3,492	134,043	163,344	82,556	9,380,278
December.....	14,078	11,954	41,865	4,301	134,103	73,754	17,909	9,360,144
1948								
January.....	35,496	60,775	37,747	3,714		78,257	68,217	9,414,954
February.....	277,662		47,418	3,732	156,645	163,443	52,898	9,641,466

¹ Beginning July 1940, trust fund appropriations equal taxes collected under the Federal Insurance Contributions Act; the Second Deficiency Appropriation Act, 1947, made available an additional \$375,000 for salaries of the Bureau of Old-Age and Survivors Insurance, and the Labor-Federal Security Appropriation Act, 1948, appropriated from the general fund of the Treasury \$700,000 to meet the additional administrative costs of benefits payable to survivors of certain World

War II veterans as defined in title II of the Social Security Act Amendments of 1940.

² Includes accrued interest; minus figures represent net total of securities redeemed.

Source: Daily Statement of the U. S. Treasury.

Table 6.—Status of the unemployment trust fund, by specified period, 1936-48

[In thousands]

Period	Total assets at end of period	Net total of U. S. Government securities acquired ¹	Unexpended balance at end of period	State accounts				Railroad unemployment insurance account			
				Deposits	Interest credited	Withdrawals ²	Balance at end of period	Deposits	Interest credited	Benefit payments	Balance at end of period ²
Cumulative, January 1936-February 1948.....	\$8,248,926	\$8,225,487	\$23,439	\$11,298,775	\$801,601	\$4,756,484	\$7,343,948	\$811,047	\$71,650	\$151,338	\$904,960
Fiscal year:											
1945-46.....	7,449,120	101,827	40,120	1,009,909	130,373	1,128,720	6,690,672	116,214	13,220	17,197	758,448
1946-47.....	7,869,044	443,000	17,044	1,005,273	131,419	817,817	7,009,547	127,576	15,469	51,657	859,498
6 months ended:											
February 1946.....	7,518,918	151,010	60,735	754,003	65,469	688,066	6,810,515	59,891	6,439	4,043	708,403
February 1947.....	7,714,173	270,000	35,173	690,762	64,931	529,398	6,906,967	65,930	7,515	34,255	807,206
February 1948.....	8,248,926	373,487	23,439	743,248	72,327	481,175	7,343,948	64,785	8,912	37,866	904,980
1947											
February.....	7,714,173	100,000	35,173	173,982		65,416	6,906,967	1,022		5,132	807,206
March.....	7,683,489	-25,000	29,469	14,964	3,449	74,950	6,850,429	30,758	401	5,342	833,060
April.....	7,650,124	-25,000	21,124	42,575	212	71,141	6,822,075	317	25	5,353	828,049
May.....	7,831,181	175,000	27,181	249,282		65,811	7,005,546	1,332		3,803	825,655
June.....	7,899,044	48,000	17,044	17,690	62,827	76,516	7,009,547	29,229	7,528	2,904	859,498
July.....	7,823,505	-55,000	26,505	39,070	22	91,897	6,956,742	94	3	2,481	866,764
August.....	7,963,421	167,000	29,421	243,149		71,187	7,128,704	1,623		3,670	864,717
September.....	7,971,852	-10,000	17,852	12,785	3,448	59,598	7,085,339	26,179	413	4,795	886,514
October.....	7,953,852	-15,000	14,852	37,897	174	53,708	7,069,702	3,301	21	5,685	884,150
November.....	8,121,991	159,326	23,665	212,268		40,966	7,241,004	1,178		4,341	880,987
December.....	8,124,162	4,161	21,675	16,363	4,780	45,248	7,216,899	31,290	586	5,600	907,263
1948											
January.....	8,158,110	30,000	25,623	27,678	63,903	59,653	7,248,827	30	7,889	5,898	909,284
February.....	8,248,926	93,000	23,439	154,039		58,918	7,343,948	1,091		5,395	904,980

¹ Includes accrued interest. Minus figures represent net total of securities redeemed.

² Includes transfers from State accounts to railroad unemployment insurance account amounting to \$107,161,000.

³ Includes transfers from railroad unemployment insurance administration fund amounting to \$66,514,000.

⁴ Includes withdrawals of \$15,200,000 for disability insurance benefits.

Source: Daily Statement of the U. S. Treasury.

fits as percent of pay rolls contained in the report are as follows:

Calendar year	Benefits as percent of pay roll			
	Low-cost assumptions		High-cost assumptions	
	High employment	Low employment	High employment	Low employment
	Level wage assumptions			
1955.....	1.3	2.5	1.9	3.0
1960.....	1.8	3.1	2.5	3.7
1970.....	2.6	4.0	3.7	5.2
1980.....	3.3	5.0	5.2	7.2
1990.....	4.0	5.7	6.9	9.2
2000.....	4.2	5.8	8.1	10.5
1946-2000 ¹	2.9	4.3	4.6	6.2
In perpetuity ²	3.0	4.4	5.3	7.0
	Rising wage assumptions ³			
2000.....	3.4	4.2	6.6	7.7
In perpetuity ⁴	2.5	(⁴)	(⁴)	6.0

¹ Average or level cost, without interest, for the 55-year period.

² Level cost, assuming 2-percent interest, of benefit payments after 1945 and in perpetuity, taking into account accumulated funds through 1945.

³ Assuming annual increase of 1 percent in average wages.

⁴ Not shown in Trustees' report.

Conclusions

In their conclusions the Trustees point out that benefit expenditures for old-age and survivors insurance will continue to rise throughout the present century and that by 1970 they will probably be four to seven times their current level. Current contributions are expected to be sufficient to meet

the disbursements in the next 5 fiscal years.

The present tax rate of 1 percent each on employees and employers is scheduled to apply through 1949; at the end of that year it will have been in effect for 13 consecutive years. According to the Social Security Act Amendments of 1947 (Public, No. 379) the rate will rise to 1½ percent on January 1, 1950, and to 2 percent at the beginning of 1952. As in their previous annual reports, the Trustees state that prudent management of the finances of the trust fund requires emphasis on the long-range relationships between the disbursements and the income of the fund. They repeat that the 3-7 percent level-premium cost of benefits now provided, assuming level wages, is lower than earlier level-premium cost figures, and point out that:

The war and its aftermath, as well as the recovery from the depression of the early thirties, have been accompanied by important changes in many of the factors which determine the relationship between benefits and contributions under the program. Among the more important factors which have led to a reduction in the illustrative costs, measured as a percent of pay roll, are the increased level of earnings and the expanded employment in covered occupations.

The present cost figures are predicated on the maintenance of level wage rates. The evidence available from historical experience and from the development of our economic system indicates that the level of income and earnings in the Nation is likely to

rise in the future. Increases in the past have been somewhat uneven, but on the whole they have been persistent over the decades. Taking into account a long-term tendency for wages to rise, the range of the level-premium cost might be reduced from 3-7 percent to 2½-6 percent.

The factors which, in large part, account for the anticipated favorable financial position of the program immediately ahead, and for the reduction shown in the figures on the long-range cost as a percent of pay roll, at the same time have seriously impaired the adequacy of benefits based on present benefit provisions. From 1940, when monthly benefits began to be paid, to the middle of 1947, the cost of living rose 56 percent, while the average primary benefit paid rose less than 10 percent. The inadequacies of the benefits paid will become increasingly pronounced unless the benefit formula is adjusted upward to reflect the rise in wages, national income, and living standards.

In closing, the Trustees call attention to the annual reports of the Federal Security Agency and the Social Security Administration that discuss the inadequacies and gaps in present coverage and benefit provisions of the old-age and survivors insurance program—gaps that developed during, or were intensified by, the war. They state their opinion that Congress should review the financial provisions of the program, in conjunction with a reexamination of its benefit formula, its coverage, and the scope of the protection it affords. Thus it would be possible to develop a total program more nearly in accord with current and prospective conditions.

Recent Publications in the Field of Social Security*

Social Security Administration

CHILDREN'S BUREAU. *Food for Young Children in Group Care*. Washington: U. S. Govt. Print. Off., 1947. 40 pp. (Bureau Publication 285, rev. ed.) 15 cents.

Revised to include information learned from the feeding of large groups of children during World War II. Limited free distribution; apply to the Children's Bureau, Social Security Administration, Washington 25, D. C.

MYERS, ROBERT J. *Illustrative U. S. Population Projection, 1946*. Washington: Office of the Actuary, Jan. 1948. 24 pp. Processed. (Actuarial Study No. 24.)

"Presents the two population projections underlying the latest long-range cost estimates for the old-age and survivors insurance program (as contained in *Actuarial Study No. 23* and in the *Seventh and Eighth Annual Reports of the Board of Trustees of the Federal Old-Age and Survivors Trust Fund*)" and two additional population projections "so as to indicate the range possible in the total population over the long-range future." Limited free distribution; apply to the Office of the Actuary, Social Security Administration, Washington 25, D. C.

VAN EENAM, WELTHA. *Analysis of Recent Group Annuities Supplementing Retirement Benefits Under Old-Age and Survivors Insurance*. Washington: Office of the Actuary, Feb. 1948. 56 pp. Processed. (Actuarial Study No. 25.)

Analyzes the benefit and contribution provisions of 376 group annuity contracts written since 1942, comparing them with such plans written in earlier years. Limited free distribution; apply to the Office of the Actuary, Social Security Administration, Washington 25, D. C.

* The inclusion of prices of publications in this list is intended as a service to the reader, but any orders must be directed to publishers or booksellers and not to the Social Security Administration or the Federal Security Agency. Federal publications for which prices are listed should be ordered from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

General

AMERICAN ASSOCIATION OF SOCIAL WORKERS. *Social Work Fellowships Offered During the Year 1948-1949*. New York: The Association, Oct. 1947. Unpagged.

ARROBA, GONZALO. "Informe Actuarial Sobre las Repercusiones Económicas de Paralización y Restricción de Trabajos en Empresas Afiliadas." *Protección Social*, La Paz, Bolivia, Vol. 10, Oct. 1947, pp. 40-53.

A discussion of the effect on Bolivian social insurance of large shutdowns in the mining industry. Includes statistics on social security coverage, contributions, and expenditures.

Atti del Convegno per Studi di Assistenza Sociale . . . Tremezzo (Como), 16 Settembre-6 Ottobre 1946. Milan, Italy: Carlo Mazorati, Editore, 1947. 825 pp.

The proceedings of a conference held under the auspices of the Minister of Post-War Assistance of the Italian Government in cooperation with UNRRA and the Italian UNRRA mission. Includes papers on social work, social insurance of all types, labor legislation, medical and health programs, maternal and child health and welfare, housing, and immigration.

BLANK, BLANCHE DAVIS. "The Australian Grants-in-Aid System." *Bulletin of the National Tax Association*, Lancaster, Pa., Vol. 33, Dec. 1947, pp. 90-95. 50 cents.

Shows how the Australian grants-in-aid system, based on the principle of financial need, measures this need, and suggests that parts of this system might be used as a pattern for grants-in-aid programs in this country.

BLOUGH, ROY. "The Issue of Federal Tax Reduction During Inflation." *Bulletin of the National Tax Association*, Lancaster, Pa., Vol. 33, Dec. 1947, pp. 79-83. 50 cents.

Maintains that tax reduction at this time will result in higher prices.

CALIFORNIA. CALIFORNIA YOUTH AUTHORITY. *California Youth: 1947; Today's Challenge, Tomorrow's Citi-*

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A report of the conferences and workshops held in California during the summer of 1947. Discusses youth problems and recommends ways of meeting them.

CALIFORNIA. UNIVERSITY. HELLER COMMITTEE FOR RESEARCH IN SOCIAL ECONOMICS. *Quantity and Cost Budget for a Single Working Woman; Prices for San Francisco, Sept. 1947*. Berkeley: University of California Press, 1948. 16 pp. Processed. 35 cents.

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CARROW, MILTON M. *Background of Administrative Law*. Newark, N. J.: Associated Lawyers Publishing Co., 1948. 214 pp.

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"Discusses a series of problems that occur often in planning, analyzing, or interpreting quantitative data."

DARTNELL CORPORATION. *Experience of 132 Companies with Employee Benefit Programs*. Chicago: The Corporation, 1947(?). 85 pp. and exhibits. Processed. (Report No. 555.)

Based on a survey made "to provide facts and figures indicating the extent to which employees in industry are covered by such [employee benefit] plans and the effect of union campaigns to secure additional benefits in collective bargaining."

GLENN, JOHN M.; BRANDT, LILIAN; and ANDREWS F. EMERSON. *Russell Sage Foundation, 1907-1946*. New York: Russell Sage Foundation, 1947. 2 vols. 746 pp. \$5.

Describes the origin and development of the Foundation and its work program during the past 40 years.

- GREAT BRITAIN. MINISTRY OF LABOR AND NATIONAL SERVICE.** *Report for the Years 1939-1946.* London: H. M. Stationery Office, 1947. 394 pp. (Cmd. 7225.) 7s.
- Part 1 deals with mobilization for war; part 2, with demobilization and reallocation of manpower to industry, taking into consideration the necessary training and the general welfare of the workers. Part 3 covers such subjects as employment of disabled persons and juveniles, unemployment insurance, and unemployment assistance.
- MANITOBA. CANADA. DEPARTMENT OF HEALTH AND PUBLIC WELFARE.** *Annual Report for the Calendar Year 1946.* Winnipeg: Govt. Printer, 1947. 252 pp. (Report No. 24.)
- PRESIDENT'S COMMISSION ON HIGHER EDUCATION.** *Higher Education for American Democracy.* Washington: U. S. Govt. Print. Off., 1947. 6 vols. Various paging.
- Vol. 1 sets forth the aims and purpose of the proposed program, vol. 2 recommends means of removing the barriers to equal opportunity for higher education, vol. 3 discusses organizational problems at the national, State, and local levels, vol. 4 suggests a program for in-service education of faculty personnel, and vol. 5 appraises fiscal needs and policies. The final volume lists some of the basic materials used in preparing the reports.
- QUEBEC. CANADA. BUREAU OF STATISTICS.** *Statistical Year Book, 1947.* Quebec: Govt. Printer, 1947. 615 pp.
- This edition includes a description of the various branches of the Department of Youth and Social Welfare.
- SHORTLEY, MICHAEL J.** "The Vocational Rehabilitation Program." *Public Welfare*, Chicago, Vol. 6, Feb. 1948, pp. 38-41. 50 cents.
- SHOUP, CARL S.** *Principles of National Income Analysis.* Boston: Houghton Mifflin Company, 1947. 405 pp. \$5.
- "Explores concepts and methods, using the actual compilations to illustrate the points at issue."
- "A Social Insurance Plan for Egypt." *International Labour Review*, Geneva, Vol. 56, Oct. 1947, pp. 477-481. 50 cents.
- Summarizes the social insurance plan for urban workers and their employers that has been approved in principle by the Government of Egypt. "The purpose of the plan is to afford security in cases of ill-health, temporary or permanent incapacity for work, maternity, old age, and death, for all persons occupied in industrial and commercial establishments."
- SOCIAL SCIENCE RESEARCH COUNCIL. COMMITTEE ON LABOR MARKET RESEARCH.** *Memorandum on University Research Programs in the Field of Labor.* Washington: The Council, Jan. 1948. 54 pp.
- "Social Security Plan for Indian Seafarers." *International Labour Review*, Geneva, Vol. 56, Oct. 1947, pp. 436-441. 50 cents.
- Outlines the social security scheme drawn up in the report published by the Department of Commerce of the Government of India. The program covers the risks of ill health and incapacity for work due to employment injury or sickness, not covered by shipowner's liability, as well as old age and unemployment.
- U. S. BUREAU OF INTERNAL REVENUE.** *Proposed Treasury Regulation Governing Employer-Employee Status for Social Security Purposes. Basic Documents.* Washington: U. S. Govt. Print. Off., 1948. 35 pp.
- The present regulations and those proposed, and the three recent Supreme Court decisions defining the term "employee."
- ### Retirement and Old Age
- AMERICAN MANAGEMENT ASSOCIATION.** *Trends in Retirement Planning.* New York: The Association, 1948. 32 pp. (Insurance Series No. 73.)
- Includes the following papers, given at the Association's Fall Insurance Conference: Employee, Company and Union Attitudes, by I. L. Willis; Truited Plans, by Esmond B. Gardner; Insured Plans, by Maurice F. Lipton; and A Two-Way Approach to Lower Premium Costs, by John W. Culkin.
- BEASLEY, ROBERT W.** "Federal Old-Age and Survivors Insurance in Illinois." *Public Aid in Illinois*, Chicago, Vol. 14, Dec. 1947, pp. 1-10.
- Presents data showing the effect of old-age and survivors insurance on the need for public assistance in Illinois. Points out that unless coverage under the insurance program is extended to agriculture and domestic service, etc., a large number of needy aged and widows and children will continue to require public assistance.
- LADIMER, IRVING.** "Insure Your Insurance." *Personnel Administration*, Washington, Vol. 10, Jan. 1948, pp. 23-29. 75 cents.
- Describes and compares the benefits under the old-age and survivors insurance system and the Civil Service Retirement Act, recommending an integration and correlation of the two systems.
- LARSEN, CHRISTIAN L., and COWAN, COWARD.** *South Carolina Public Employee Retirement Systems.* Columbia: University of South Carolina, Bureau of Public Administration, Dec. 1947. 30 pp.
- MOORE, E. L.** "Industrial Workers in Retirement." *Sociology and Social Research*, Los Angeles, Vol. 32, Jan.-Feb. 1948, pp. 691-696. 70 cents.
- A study that finds economic need the main cause for dissatisfaction after retirement.
- SAXER, ARNOLD.** "The Swiss Old-Age and Survivors' Insurance Scheme." *International Labour Review*, Geneva, Vol. 56, Nov.-Dec. 1947, pp. 543-565. 50 cents.
- The director of the Swiss Federal Office of Social Insurance outlines the main principles of the Old-Age and Survivors' Insurance Act that went into effect in January 1948.
- U. S. WOMEN'S BUREAU.** *Old Age Insurance for Household Workers.* Washington: U. S. Govt. Print. Off., 1947. 20 pp. (Bulletin No. 220.) 10 cents.
- Explains why coverage under old-age and survivors insurance should be extended to household workers.
- ### Employment Security
- "The Belgian Manpower Situation." *International Labour Review*, Geneva, Vol. 56, Oct. 1947, pp. 463-465. 50 cents.
- CRUIKSHANK, NELSON H.** "The Threat to Unemployment Insurance." *American Federationist*, Washington, Vol. 55, Feb. 1948, pp. 10-11 ff. 20 cents.
- Sketches the history of the unemployment insurance program, analyzes the Federal law, and urges that the present method of financing the administration of the State programs be continued.
- JOHNSON, ELIZABETH S.** "Employment Problems of Out-of-School Youth." *Monthly Labor Review*, Washington, Vol. 65, Dec. 1947, pp. 671-674. 40 cents.
- Results of a study made by the U. S. Department of Labor of the increasing unemployment of out-of-school youth in Louisville, Kentucky. Recommends, in addition to special counseling and placement services, improved educational facilities that will encourage young people to stay in school until they are prepared to take their place in the labor market.

PIDGEON, MARY ELIZABETH. "Women Workers and Recent Economic Changes." *Monthly Labor Review*, Washington, Vol. 65, Dec. 1947, pp. 666-671. 40 cents.

"The Placement of Disabled Workers." *International Labour Review*, Geneva, Vol. 56, Nov.-Dec. 1947, pp. 533-542. 50 cents.

Points out that the placement of disabled workers involves not only the mental adjustment of the worker in his job but also a correlation between the physical demands of the job and the physical condition of the worker.

POLITICAL AND ECONOMIC PLANNING. *Manpower Movements*. London: P E P, Vol. 14, Jan. 2, 1948, pp. 185-208. 2s. (Planning No. 276.) (Reprinted by the *New Republic*, New York. 25 cents.)

Considers Great Britain's economic problems and suggests ways to solve them.

ROSS, H. F. "Some Aspects of the Problem of Guaranteed Wages and Employment." *Canadian Journal of Economics and Political Science*, Toronto, Vol. 13, Nov. 1947, pp. 545-562. \$1.

Discusses both the need for income and employment security and the various types of guaranteed wage plans.

STROW, CARL W. *The Cost of Unemployment Compensation*. Chicago: Research Council for Economic Security, 1947. 14 pp. (Publication No. 35.)

A consideration of the benefits as well as the costs of unemployment insurance, with explanatory tables covering the period 1929-45.

U. S. BUREAU OF LABOR STATISTICS. *Work Injuries in the United States During 1946*. Washington: U. S. Govt. Print. Off., 1947. 16 pp. (Bulletin No. 921.) 10 cents.

U. S. CONGRESS. HOUSE. COMMITTEE ON EXPENDITURES IN THE EXECUTIVE DEPARTMENTS. *Hearings on Reorganization Plan No. 1 of 1948*. Washington: U. S. Govt. Print. Off., 1948. 332 pp. (80th Cong., 2d sess.) 55 cents.

Reorganization Plan No. 1 provided for transferring the Bureau of Employment Security of the Social Security Administration to the Department of Labor and continuing the United States Employment Service in that agency.

U. S. CONGRESS. SENATE. SUBCOMMITTEE OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE. *Hearings on Reorganization Plan No. 1, 1948*. Washington: U. S. Govt. Print. Off.,

1948. 241 pp. (80th Cong., 2d sess.) 40 cents.

VRADENBURG, JULIET C. *The Guaranteed Annual Wage*. Palo Alto: Stanford University Press, 1947. 101 pp. \$1.50.

An annotated bibliography of source material.

"Work Performance of Physically Impaired Workers." *Monthly Labor Review*, Washington, Vol. 68, Jan. 1948, pp. 31-33. 30 cents.

A study of the records of 109 plants: compares the performance of 11,020 impaired workers with that of 18,208 unimpaired workers.

Public Welfare and Relief

CHILE. DIRECCION GENERAL DE SERVICIOS DE BENEFICENCIA Y ASISTENCIA SOCIAL. *Sinopsis Estadística de los Servicios de Beneficencia y Asistencia Social de Chile en 1946*. Santiago de Chile: Departamento de Estadística, 1947. 120 pp.

A statistical synopsis of the charity and social assistance services in Chile in 1946.

IMPERIAL ORDER, DAUGHTERS OF THE EMPIRE, ALBERTA PROVINCIAL CHAPTER. *Welfare in Alberta*. Edmonton, Alberta: Alberta Provincial Chapter, 1947. 204 pp.

A report on Alberta's general welfare problems.

SHERMAN, WALTER R. "Public Assistance, Growth and Change." *The Federator*, Pittsburgh, Vol. 23, Feb. 1948, pp. 17-21. 15 cents.

Includes discussion of a recent study made by the Bureau of Social Research, Federation of Social Agencies in Pennsylvania, which compared the average grants in that State with those of 10 other industrial States.

U. S. CONGRESS. HOUSE. SPECIAL SUBCOMMITTEE OF THE COMMITTEE ON FOREIGN AFFAIRS. *Voluntary Foreign Aid*. Washington: U. S. Govt. Print. Off., 1948. (80th Cong., 2d sess., Subcommittee Print.)

Maternal and Child Welfare

PATE, MAURICE. "Four Million Being Aided—'Unicef' in Action." *United Nations Bulletin*, New York, Vol. 4, Mar. 1, 1948, pp. 184-185. 15 cents.

Outlines the action taken in various countries to care for needy children.

SMITH, ANNA KALET. "Norwegian Schools Offer Health Services to Children." *The Child*, Washington, Vol. 12, Jan. 1948, pp. 110-111. 10 cents.

Describes the health services—physical examinations, dental care, and mental hygiene—and tells how school breakfasts are supplied to 90 percent of the school children in Oslo.

"Social Security in New Zealand." *International Labour Review*, Geneva, Vol. 56, Nov.-Dec. 1947, pp. 619-620. 50 cents.

Discusses the new dental benefits provided for children and adolescents.

TAPPAN, PAUL W. *Delinquent Girls in Court; a Study of the Wayward Minor Court of New York*. New York: Columbia University Press, 1947. 265 pp. \$3.

Examines the purpose, procedure, and action of the court in the light of social welfare.

Health and Medical Care

AUSTRALIA. QUEENSLAND DEPARTMENT OF HEALTH AND HOME AFFAIRS. *Annual Report on the Health and Medical Services of the State of Queensland for the Year 1946-47*. Brisbane: A. H. Tucker, Govt. Printer, 1947. 109 pp.

BIEMILLER, ANDREW J. "Compulsory Health Insurance." *The Mother*, Chicago, Vol. 9, Oct. 1947, pp. 13-17. Recommends immediate adoption of compulsory health insurance.

CHICANOT, E. L. "Voluntary Health Insurance in Canada." *America*, New York, Vol. 78, Jan. 31, 1948, pp. 487-488. 15 cents.

Describes Ontario's health insurance program, which provides for the voluntary participation by every practicing physician and the voluntary enrollment of each resident of the Province.

COMMITTEE ON RESEARCH IN MEDICAL ECONOMICS. *Bibliography of General References in Medical Economics*. New York: The Committee, Sept. 1947. 8 pp. Processed.

CONNECTICUT. COMMISSION ON THE CARE AND TREATMENT OF THE CHRONICALLY ILL, AGED AND INFIRM. *A Report to the Governor and the General Assembly*. Hartford: The Commission, 1947. 7 pp.

DOUGLAS, HELEN GAHAGAN. "What Price Medicine: Current Legislation Dealing With Health Before the Present Congress." *Journal of the National Medical Association*, New York, Vol. 40, Jan. 1948, pp. 11-17. 50 cents.

KIRKPATRICK, A. L. "The Extent of Voluntary Cash Sickness Protection." *American Economic Security* (Chamber of Commerce of the U.

- S. A.), Washington, Vol. 5, Jan. 1948, pp. 16-23. 15 cents.
- A report, based on surveys conducted by the Chamber in 1945 and 1946, of individual health and accident policies and of group accident and health policies providing weekly benefits.
- "Medical Service Plans Under Collective Bargaining." *Monthly Labor Review*, Washington, Vol. 66, Jan. 1948, pp. 34-39. 30 cents.
- A study of two comparable plans—the Labor Health Institute in St. Louis and the Union Health Center in Philadelphia.
- MERRILL, MALCOLM H. "Federal-State-Local Relationships in the Financing of Local Health Services." *Public Health Reports*, Washington, Vol. 63, Feb. 20, 1948, pp. 244-251. 10 cents.
- MORGAN, JOHN S. "Pauper Medical Care, Health Insurance, or National Health Service: The British Experiment." *Social Service Review*, Chicago, Vol. 21, Dec. 1947, pp. 446-455. \$1.50.
- Outlines the evolution of medical care programs in Great Britain.
- NEW YORK ACADEMY OF MEDICINE. *Medicine Today—The March of Medicine*, 1946. New York: Columbia University Press, 1947. 177 pp. \$2.
- Presents the Academy's plans for solving the problems involved in providing adequate medical care.
- NEW YORK STATE COMMISSION TO FORMULATE A LONG RANGE HEALTH PROGRAM. *A Program for the Care of the Chronically Ill in New York State*. Albany: Williams Press, Inc., 1947. 109 pp. (Legislative Document No. 68, 1947.)
- Describes the nature and extent of the problem of chronic illness and recommends needed services and facilities, giving their estimated costs.
- RICHTER, L. "Demands for Service Under Health Insurance." *Canadian Journal of Public Health*, Toronto, Vol. 39, Jan. 1948, pp. 1-10. 25 cents.
- Discusses the Dalhousie surveys of morbidity and medical care in two representative communities in Nova Scotia—a coastal town, Glace Bay, where a system of health insurance for miners and their families was operated, and Yarmouth, also a coastal town, where medical care was rendered on the conventional basis.
- RITSON, MURIEL. "Scotland and the New National Health Service." *Public Affairs*, Halifax, Nova Scotia, Vol. 11, Dec. 1947, pp. 30-35. 35 cents.
- Describes practitioner service, dental care, hospital care, and nurse and specialist services under the Health Service Act that will go into effect on July 5, 1948.
- ROSS GARRETT AND ASSOCIATES. *Report to Social Security Commission of the Garment Industry*. St. Louis, Mo.: Ross Garrett and Associates, 1947. 75 pp.
- A report on the health program that outlines its organization, gives the scope and pattern of the medical services provided, and presents a budget showing estimated administrative costs.
- STEFFEN, CURT. "Medical Care Under Compulsory Sickness Insurance in Germany." *Social Service Review*, Chicago, Vol. 21, Sept. 1947, pp. 345-353. \$1.50.
- A study prepared at the request of the United States Senate Committee on Education and Labor. "The purpose of this study is not to advocate the adoption of the German system in other countries but to present the facts regarding the German situation during the normal years."
- STEINHAUS, H. W. "Voluntary Health Insurance Plans." *Spectator; Property Insurance Review*, Philadelphia, Vol. 13, Sept. 11, 1947, p. 16 ff.
- Some practical aspects of plans administered by a private insurance company.
- WILSON, NORMAN. *Municipal Health Services*. London: George Allen & Unwin Ltd., 1946. 178 pp. \$2.25.
- Part 1 describes services for the prevention or cure of ill health; parts 2 and 3 discuss the administrative machinery of such services and the new national health service.

(Continued from page 17)

not give adequate protection; namely, in the case of survivor protection for persons with few years of service and those who leave the service before the normal retirement age. Extension of the old-age and survivors insurance system to Federal workers as a floor of protection upon which could be built

both retirement and survivor benefits of the civil-service retirement system would in general eliminate these gaps in protection. At the same time it would remedy such other defects as the dilution or loss of old-age and survivors insurance benefits for covered workers who enter Government employment.

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Digest of Rulings (Old-Age and Survivors Insurance)

A compendium of court decisions, summaries of legal opinions, decisions on appeals, and rulings of the Commissioner for Social Security. The initial publication, scheduled for April release, has some 600 multilithed pages, 6" x 9", punched for a standard 3-ring loose-leaf binder; supplements will be issued from time to time. A limited number of copies will be available without charge, as noted below. Requests should be addressed to O. C. Pogge, Director, Bureau of Old-Age and Survivors Insurance, Equitable Building, Baltimore 2, Maryland, attention Claims Policy Division.

The better every citizen gets to know and understand a social program, the greater the guarantee that the program will be justly and soundly administered, free from bureaucratic tendencies. For more than 11 years the Social Security Administration has worked to give the public more and more facts: through pamphlets and circulars, through news releases and radio discussions, through articles, lectures, and posters. Recognizing, however, the limitations of such mediums for use in serious study, the Administration has long hoped to compile and publish the outstanding precedents and policies developed in carrying out one of its greatest programs—old-age and survivors insurance. Though deterred by the war, this project is at last reaching fruition.

The *Digest of Rulings (Old-Age and Survivors Insurance)* is the result of close collaboration between the Bureau of Old-Age and Survivors Insurance, the Federal Security Agency's General Counsel (Old-Age and Survivors Insurance Division), and the Administration's Appeals Council.

Topic by topic, it presents material on 49 major phases of old-age and survivors insurance, including pertinent excerpts from title II of the Social Security Act and from regulations. It reproduces "milestone" court decisions and offers digests of legal opinions, decisions on appeals, and rulings of the Commissioner for Social Security. In terms of stated case situations, it provides an interpretative guide to the various requirements for qualifying for monthly benefits or lump-sum death payments, the amount of benefit or payment, when it starts, and what terminates it. A few topical headings, taken at random, illustrate the contents: Employment, Benefits, Wages, Eligibility Conditions, Relationship, Deductions, Adjustment and Recovery, Reconsiderations and Appeals, and Statute of Limitations. A 35-page Descriptive Word Index is also included. From time to time, supplements will be issued to make the publication more complete and bring it up to date.

Single copies are being sent to the Government depository libraries that have requested the Digest, in an attempt to assure that each major city in the United States is supplied with at least one set for public inspection. A very limited number of copies for free distribution still remains. A copy may be obtained by institutions or organizations that will hold it available for study by the public or for research and reference by teachers, students, attorneys, labor or business organization representatives, or others.
